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ON

COMMUNITY DEVELOPMENT

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MAIN RECOMMENDATIONS AND CONCLUSIONS

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MINISTRY OF COMMUNITY DEVELOPMENT & COOPERATION

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Main recommendations and conclusions of the National Conference on Community Development held at Mysore from 23rd July to 28th July, 1959.

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AGENDA ITEM I—*Programme Evaluation Organisation's Report for* 1958-59

Chapters I and II of the Report:

The consensus of opinion was that the Programme Evaluation Organisation's Report for 1958-59 suffered from two serious handicaps, namely, inadequate sampling, and lack of consultation with the C.D. organisation at the State and the Central level, and that therefore some of the conclusions in the Report were incorrect and based on an insufficient understanding of the current position of the programme. Therefore it is recommended that—

(1) the organisation should be suitably strengthened so as to increase the coverage of their studies;

(2) there should be an officer at the State level who should hold regular and frequent consultation with the Devlopment Commissioner and the State Departments;

(3) it would be desirable if the Programme Evaluation Organisation were to consult the Central Ministry concerned before the questionnaires are finalised in order to ensure that the evaluation is being made in respect of the programmes which are actually current at the time.

2. *Chapter III of the Evaluation Report—Cottage Industries:*

Page 137, *para* 4:

The P.E.O. had drawn attention to the wastage occurring at present as a number of trainees do not take up the professions they are trained in after completion of the training.

The following suggestions were made for reducing wastage:—

(1) For traditional crafts trainees should be selected as far as possible from the artisan families.

(2) For new crafts such as tailoring, soap making, ambar spinning, etc., which lend themselves to the formation of cooperatives, preference in training should be given to those who actually form an industrial cooperative.

(3) There should be a follow up of programme of loan assistance to trainees and their cooperatives.

It was correct that many of the trainees were attracted to the training course merely by the stipends offered and did not follow up the vocations learnt by them. Careful selection of the trainees and a follow-up programme of loan assistance to establish them in the trades learnt by them would considerably minimize the present wastage.

Page 140, para 29:

The P.E.O. had stated that only the Khadi and Village Industries Commission has a field agency of its own. It was pointed out that the Small Industries organisation has also a field agency though not at the village level.

Page 140, paras 30 and 31:

The P.E.O. had suggested that the relative status, functions and responsibilities of the C.P.O. (Industries) and his relationship with the B.D.O. should be clarified and coordinated. It was pointed out that these questions were considered at the Rajgir seminar, 1957, and instructions were issued by the State Governments clarifying these matters.

Page 141, para 36:

The P.E.O. had suggested the need for properly trained Industrial Extension agents at the village level as the V.L.W. cannot give time and attention to the promotion of industries in view of his other duties. It was pointed out that the State Industries Department have their own agents available at the Block level for the various schemes. More subject matter specialists would be required only at a later stage.

Page 141, para 37:

The suggestion of the P.E.O. that the V.L.Ws. may be made responsible for the service crafts was not accepted in view of the decision that he should be mainly concerned with the programmes connected with the agricultural group of subjects.

3. *Chapter IV of the Evaluation Report—Social Education:*

The Conference felt that the sample selected was very small in that only 18 blocks and 14 non-block areas were selected and in these the investigation was confined to 5 villages in each area and finally only 15 houses in each village. It was, therefore, felt that some of the generalisations in regard to the assessment of work in the block and non-block areas had to be taken with caution. The following specific observations were recorded:—

(i) The Conference agreed that the block staff for Social Education is inadequate. The S.E.O. may be able to show better progress if he concentrates on certain programmes such as Youth Organisations, Community Centres, Adult Literacy Centres, Support to School enrolment programme, and the training of Gram Sahayaks and members of Panchayats.

(ii) Judging from the percentage of passes in areas where tests were held for those who had undergone literacy training, the Report concluded that about 3 per cent of the total population in the blocks and about 2 per cent in the non-block areas were made literate. It should be noted that this percentage will be higher if only the age group 12 to 40 is taken into consideration, and still

higher if only the illiterate population in this age group is considered. The Conference, therefore, considered that the achievement in this regard was quite satisfactory having in view the limitations of funds and personnel in the blocks.

(iii) From the replies received from the respondents the P.E.O. had drawn the conclusion that among the illiterates a much larger proportion joined the literacy classes in the non-block areas than in the block areas. This is due to the fact that literacy classes were comparatively few in the non-block areas and, therefore, there was apparently a greater concentration of effort on the part of those who organised them in the non-block areas.

(iv) The Conference was glad to note that follow up arrangements in the block areas compared favourably with those in the non-block areas. However, the follow-up should be further improved to prevent lapses into illiteracy.

(v) The conclusions of the P.E.O. in regard to the Community Centres were generally accepted.

(vi) The conclusions of the P.E.O. in regard to the impact of the Social Education Programme were accepted. The Conference noted with satisfaction that the Social Education Programme had been able to make some impact on the people in regard to social values, and that the percentage of respondents having progressive views on social questions was almost uniformly higher in the blocks than in the non-block areas.

On the whole, it may be said that in spite of various handicaps under which the Social Education Organisers had to work, there has been considerable achievement though much remains to be done.

It was suggested that it was not desirable to leave the S.E.O. exclusively with the responsibility of orienting the minds of the villagers in the programme of Community Development. In fact, it was the responsibility of all Extension Officers to influence the minds of the villagers. The responsibilities of the S.E.O. should be lightened by the school teacher and other extension staff, and the S.E.O. should concentrate on the promotion of youth organisations, cultural programme, including national festivals, and the programme for promotion of better social habits. There appeared to be general agreement with this view.

4. Summing up the discussion, the Deputy Chairman reiterated that the Programme Evaluation Organisation should be regarded as a built-in unit of the Community Development programme itself, and therefore they should hold close consultation and discussion at all levels from the block upwards before the P.E.Os. report for any year is put out. He also indicated that the P.E.O. was being suitably strengthened for the purpose.

ITEM No. II—*Community Organisation*

(i) *Three basic institutions of the village—Panchayat, Cooperative and School—their respective roles and mutual relationship:*

For development of village community, local institutions must be developed and strengthened, namely the Panchayat, Cooperative and the School, along with associate organisations like Mahila Mandals, Youth Mandals, etc. Panchayat should function as a unit of Local Government and help people to organise themselves economically, socially and culturally. Panchayat should take promotional interest in cooperatives and utilise the school for social and cultural development.

Cooperatives can further production programmes which are essentially economic. Procuring adequate and timely supplies, arranging credit, storage, processing and marketing of produce, etc., can best be attended to by cooperatives.

The village school should be linked with the community for cultural and social development.

(ii) *Associate Organisations:*

There is need for encouraging formation of Associate Organisations on a voluntary basis. More emphasis should be on formation of Youth Mandals and Mahila Mandals which form distinct social groups in the village community. Professional Associations, such as Farmers' Unions, should be encouraged only to deal with specific problems relating to their occupation.

Functional Sub-committees of Panchayats should be advisory in character. Members of the Associate Organisations may be coopted on the respective Functional Sub-committees and they should, thus, be linked to the panchayats. In case of group panchayats covering more than one village, there should be one *Local* Sub-committee of the panchayat for each of the villages. Such villages need not, then, have any Functional Sub-committees as such, in addition to the Local Committee.

(iii) *Panchayat:*

(a) *New role of Panchayats in the context of Community Development:*

Being responsible for total development of the village, Panchayats should undertake planned productive programmes, both of agriculture and cottage industries. To this end, they should organise procurement of supplies and arrange credit through the cooperative organisations. It will, however, not be the responsibility of the panchayat to supervise credit extended through coooperatives. This should be the responsibility of the cooperative. To create fuller employment, Panchayats should educate people in new techniques of production. Panchayat should consider itself responsible for

building up and maintenance of social services and creating such conditions in the village that the villager does not normally have to go outside the village to seek redress of his grievances. Panchayats should devote particular attention to rebuild the ideal of customary obligations.

(b) *Relationship between Panchayat and Associate Organisations:*

Associate Organisations should be linked up with panchayats through Functional Sub-committees. Panchayats should look after the financial and other difficulties of these organisations to the best extent possible and the organisations, in turn, may take up their share of work in the over-all village plan to the extent it falls in their respective sphere.

(c) *Relationship between the panchayats and higher formations of Local Government* (*at block level or district level*):

Higher formations, such as Block Panchayat Samities or Zila Parishads should offer to village panchayats proper guidance and supervision and render timely and adequate assistance—technical and financial. Panchayats, however, should be free to take their own decisions *vis-a-vis* problems affecting people in their jurisdiction. Higher level bodies should have funds for undertaking inter-panchayat work and also for rendering extra assistance to weaker and backward panchayats.

(d) *Some of the steps to be taken by State Governments to strengthen panchayats:*

Village Panchayat should be adopted as the single agency by all the Departments to approach villagers for implementation of the programmes. State Governments should direct the Departments accordingly. It will also be the responsibility of Departments to educate the panchayats suitably to discharge their role properly in respect of their respective programmes.

To make panchayats really effective, their financial resources will have to be strengthened in all possible ways, *e.g.*, allocating increasing percentage of land revenue, increasing the sphere of local taxation, routing all grants-in-aid to the people and their voluntary organisations through panchayats, granting loans to panchayats for capital works which would be of long-term benefit to the community and vesting more and more community assets in the panchayats. Panchayats have, on the other hand, the responsibility to ensure that—

(i) any part of the financial resources obtained from the State is not applied as the "People's share" while executing schemes on matching basis;

(ii) the resources should not be spent away in wage payments for customary obligations and services which the villagers are expected to render to the community free of cost;

(iii) use of resources should not result in retarding the spirit of self-help and mutual aid; and

(iv) they should maintain and improve the community assets vested in them by the State and also, through community effort, raise new community assets, such as village forests, village tanks, etc., and augment their own resources.

Progressive delegation of administrative powers and authority to panchayats and training of personnel at all levels should be arranged by the State Governments.

(e) *General consideration of the report of the Working Group on Panchayats—(printed as a pamphlet and circulated separately to States)*:

The Report of the Working Group on Panchayats was approved, subject to the following:—

(1) Regarding the freedom to the village panchayat for framing and passing its own budget, it is recommended that the panchayat budget should be considered to consist of two parts:—

(i) Part I dealing with functions which the Panchayat performs as a unit of Local Government.

(ii) Part II dealing with functions which the panchayat performs in respect of departmental programmes from funds channeled through Block Development Committee or higher formation of Local Government.

Guide rules may be prepared to give a broad framework within which panchayats should have, for Part I of the budget, full freedom in light of its own priorities. For Part II of the budget, the approval of the authority assigning funds should be obtained. This is suggested because any kind of direct control would curb the initiative of panchayats and retard their healthy development. A safeguard in the form of guide rules for framing their budgets should serve the purpose. Besides, a comprehensive programme of education of both officials and non-officials connected with panchayats will also help in creating the necessary understanding. The Extension Officer for Panchayats at the block level will also have the particular duty to help the newly formed panchayats in preparing their budgets.

(2) In the matter of appointment of Secretaries, there should be flexibility. States should have the freedom to make different types of experiments. The recommendation for the recruitment of Panchayat Secretaries may, therefore, only apply to the Secretaries of those panchayats which have independent full-time Secretaries.

SUB-ITEM III (f)—*Integration of the Panchayat Department with the Development Commissioner's organisation in the States.*

The information on the progress of implementation of the Abu decision regarding integration of Panchayat Departments with Development Commissioners' organisations was noted.

SUB-ITEM (iv)—*Review of the progress of Democratic Decentralization:*

The information circulated by the Ministry regarding the progress of "demoratic decentralization" in the various States was noted.

II (v)—*Promotion of Yuvak Mandals*

1. *Panchayats to promote Yuvak Mandals:*

Recognising the vital role that rural youth can and should play in national development and the community development programmes, the Central and State Governments should encourage the formation of Yuvak Mandals in all villages in the C.D. Blocks.

2. There should be two separate organisations, *viz.*, (a) a Bal Mandal for children in the age group of 6 to 12 years, and (b) a Yuvak Mandal for youth in the age group, 13 to 25 years, in every village.

3. Bal Mandals may include both boys and girls, but where Mahila Mandals have taken the initiative for the formation of Balika Mandals, girls may have a separate organisation of their own.

4. The formation of Yuvak Mandals should be a process of growth from the bottom. These Mandals should be formed at the village level first, and should be federated at the block and higher levels gradually. The Block level organisation may be formed after a certain number of youth clubs have functioned satisfactorily at the village level for a certain period of time, say 12—18 months, to be specified by the Block Development Committee. The formation of an organisation at the district, the State and the National levels should come at a later stage.

5. Yuvak Mandals should be voluntary organisations open to all youths of the village belonging to the age group mentioned above irrespective of their profession. Special efforts should be made to enroll as members all persons belonging to the above age group, and specially members of the weaker sections of the community in order to make the Mandal fully representative of the local youth.

6. The Panchayat as the basic institution in the village responsible for the socio-economic progress of the community should be responsible for initiating, forming, assisting and guiding the Yuvak Mandals.

7. There should be an organic relationship between the Mandals and the village panchayats. The functional sub-committee responsible for education, social education, and public health programmes, at the village level should look after these Mandals also. Representatives of Yuvak Mandals should also be co-opted to such a functional Panchayat Sub-Committee.

8. Care should be taken not to sacrifice quality for the sake of speedy coverage of villages with youth organisations. Complete coverage should be, however, aimed at before the end of the Third Five Year Plan.

2. *Objectives:*

The objectives of the Mandals may be:—

(a) to create and foster community sense;
(b) to build up character and health;
(c) to inculcate discipline, self-help, and mutual help;
(d) to develop scientific attitudes;
(e) to develop qualities and skills of leadership, etc..

3. *Programmes:* (Illustrative only)

For Yuvak Mandals, there should be, preferably, separate programmes for age groups 13 to 16 and 16 to 25 to suit their respective emotional development.

At the commencement of the programme, it is felt that the Mandals will do well to concentrate on a few primary items which have reference to local conditions and needs before enlarging their sphere of functions.

These activities may include the following items:—

(a) Cultural and educational programmes including the correct singing of the National Anthem, the significance of the National Flag, formation of radio listening groups, excursions, sports, etc.;

(b) Agricultural activities which should include group and individual projects;

(c) Cooperative and group activities;

(d) Service to the community with special emphasis to service to its weaker sections.

4. *Finance:*

Funds may be raised by:

(a) *Membership fees:*

The prescription of an annual subscription will engender a feeling of attachment to the Mandals. However, it should be small enough so as not to make it difficult for the underprivileged classes to become members.

(b) *Income:*

From work done on land allotted to the Mandals or by undertaking remunerative activities, or from donations.

(c) *Government aid:*

May be in cash or kind.

(d) *Local bodies aid:*

Panchayats also may give similar assistance.

(e) *Aid from block budget:*

Effort should be made to provide Rs. 8,000 in the Stage I Blocks, and Rs. 4,000 in the Stage II Blocks, per year from the block schematic budget for the promotion of youth welfare activities. A reasonable amount should also be allotted from the schematic budget from various other heads like agriculture, industries, etc., for specific projects carried out by the Yuvak Mandals.

(f) *Special provisions:*

For the Third Five Year Plan, there should be a provision of Rs. 10,000 per year, per block. This would be partly made up of Rs. 8,000 or Rs. 4,000 from the Block Budget.

5. *Venue:*

Panchayats Ghars, Community Centres, and Village Schools or any other suitable premises made available by the Panchayats should be the venue for the activities of the youth organisations.

6. *Constitution:*

By now, there are some educated young men in almost every village. Since written constitutions help the growth of democratic functioning, the Yuvak Mandals should have written constitutions. The Ministry of Community Development and Cooperation, in consultation with the State Governments, may draft simple constitutions to serve as models for the Yuvak and Bal Mandals.

7. *Role of the S.E.O.:*

Development of youth organisations and promotion of youth programmes should be the S.E.O's main responsibility. For the Bal Mandals, he should function through the village school teacher. For the older group, he should spot out adult youth workers, and train them effectively to undertake the responsibility for promotion of youth clubs and youth activities with the assistance of the village level worker and the school teacher. A suitable programme of training of the adult youth workers may be drawn up by the Ministry.

8. *Nature of organisation at block level:*

(a) There is no need to have any higher organisation of the Bal Mandals above the village level, to begin with. Yuvak Mandals at the Block level should be developed after the village Mandals have functioned for some time and become live and vital organisations.

(b) *Organisation:*

There may be a general body consisting of the Presidents of all Yuvak Mandals of the Block and an executive committee to be elected by this general body. Another view is that the youth clubs in a V.L.W's circle may elect a representative to serve on the executive committee at the Block level, with powers to co-opt. This matter may be left to the State Governments who may use their discretion in adopting either of these or any other modified pattern.

(c) *Objectives and programmes:*

(i) to help organise village mandals;
(ii) to conduct leadership training camps;
(iii) to hold inter-village competitions;
(iv) to organise Block Sammelans;
(v) to help implementation of village mandals' programmes, etc.

(d) *Finances:*

Funds may be raised by:

(i) membership fees;
(ii) affiliation fees;
(iii) undertaking remunerative community activities;
(iv) financial assistance from Government, Block budget, local bodies, etc.

(e) *Constitution:*

The Block Mandals may have written constitutions.

(f) *Role of S.E.O.:*

The S.E.O should guide and assist the formation and live functioning of the Mandals.

9. *Officer at State level in charge of Youth programmes:*

At the State-level, there should be a Director for guiding, assisting, coordinating and evaluating youth activities in every State.

10. Ten pilot blocks should be taken in each State for intensive youth work so that the experience gained can be applied for further development and expansion of rural youth programmes.

ITEM No. III (i)—*Training of Non-officials.*

(i) *Sarpanches and Up-Sarpanches:*

(a) *Importance of Training Programme:*

Recognising the new role and the responsibility of Panchayats for all-round development of their village communities and their areas consistent with resources, existing and potential, the Conference fully appreciated the importance of training Sarpanches and Up-Sarpanches in order to enable them to discharge their new functions effectively.

(b) *Scheme:*

(i) *Duration:*

The Conference favoured the view that the period of training may be limited to 5 to 7 days. Long duration training was considered impracticable not only on grounds of finance and the difficulty of Sarpanches and Up-Sarpanches remaining away from their homes for long periods but also because it would take at least 3 to 4 years to cover the total number in the first round.

The Conference approved the following syllabus for training:—

(ii) *Syllabus:*

The training programme will be divided into the following three categories:—

(a) General Knowledge.
(b) Subject-matter.
(c) Field visits.

(a) *General knowledge:*

The object is to create proper approach, attitudes, initiative and leadership by informal talks and discussions on our problems, planning, civic duties, etc. The talking points should be prepared in advance, in simple language on the following, among other subjects

(1) Our Government.
(2) Our problems, planning & the Five Year Plans.
(3) Philosophy and objectives of Community Development.
(4) Our three primary institutions.
(5) The State Panchayat Act and the Rules made thereunder.

(b) *Technical subjects:*

The objective is to impart a basic knowledge of modern methods and techniques in Public Health and Sanitation, Agriculture, Animal Husbandry, Minor Irrigation, Rural Housing & Industries. Besides talks and discussions, this programme should include demonstrations in the fields.

(c) *Field visits*:

The objective is not an 'outing', but education.

Visits will be arranged to institutions and to knowledgeable individuals in areas nearby.

The number of working hours per day will be 8.

(iii) *Overall responsibility*:

As regards responsibility for the organisation and conduct of the Training Camps, the Conference felt that the Block Samiti should be primarily incharge of the Training programme. A Functional Sub-Committee could be appointed by the Block Samiti for this purpose, if necessary. The officials at all levels, particularly at the Block Level should assist in the formation and the implementation of the programme.

(iv) *Instructors*:

(a) *In General Subjects*:

It was agreed that an effort should be made to obtain the cooperation of non-official leaders in conducting the Training Camps.

(b) *Subject-matter talks and demonstration*:

(c) *Field visits*:

It was agreed that the Block Extension Officers will be primarily responsible for subject-matter talks, demonstrations and field visits.

(v) *Overall Plan*:

As regards the responsibility for the over-all plan, the Conference expressed the view that the plan should be drawn up by the Panchayat Samiti under the general supervision of Zila Parishad. The District Collector should be in over-all charge of this programme until the Block Samities and Zila Parishads were constituted.

(vi) *Organisational Details*:

The organisational details of the camps, *viz.*, selection of venue, messing arrangements, use of audio-visual aids, lay out of demonstartions, shramdan, etc., will be similar to the Gram Sahayaks' Camps as stated in the Manual on Village Leaders' Training Camps.

The question of payment of some honorarium or allowance to the trainees during the period of training was also discussed. It was felt that it would not be possible to keep the trainees in the camps continuously for 6-7 days unless free meals were arranged in a common kitchen. The Conference was, therefore, of the opinion that Re. 1/- per head per day should allowed from the Block Budget for this purpose.

It was emphasised that the training should be of a seminar type, involving discussions and brief talks rather than lectures by the Extension staff. It was also felt that the camps to be organised for this purpose should be called "Study Camps" instead of "Training Camps" as the word "training" may not be congenial to many Sarpanches and Up-Sarpanches.

Item No. III (ii)—*Training of non-officials—Village women (Gram Lakshmis, Gram Kakis, etc.)*

The Conference approved the Scheme for the training of village women to work as Gram Lakshmis or Gram Kakis with a view to make the domestic life of village women happier and enable them to develop their skill and resources and use them to better purposes and to augment their income. The Conference recommended that the training period should not be more than one month. In addition, the following suggestions were also made:—

(1) If it was not possible in any State or in any part of the State to pursuade women workers to come for one month's training, the training may be divided into three stages of 10 days' duration each.

(2) The initial training of one month should be followed by refresher courses of three to five days on the pattern of Gram Sahayaks' Training Camps.

(3) The broad classifications suggested in the proposed syllabus for training of Gram Lakshmis was approved, subject to the condition that each State should be allowed to make modifications in regard to these subject items according to local conditions and requirements.

(4) The items to be included in the syllabus should not be many and should, as far as possible, be simple and elementary without involving many technicalities.

(5) A general discussion about Family Planning should be included in the syllabus.

(6) In blocks where the Social Welfare Board was in charge of the women and children's programme, the training programme for Gram Lakshmis should be taken up in consultation with the State Social Welfare Boards.

(7) There should be a provision for payment of a small monthly allowance of Rs. 15 to Rs. 20 per month for 10 Gram Lakshmis in the Budget of every Block.

Item No. III (iii)—*Training of non-officials—Programme for Gram Sahayaks' Training for the year* 1959-60.

The Conference did not agree with the proposal that the next year's training programme for Gram Sahayaks should be limited to subjects of Panchayat and Cooperation only. It was observed that a stage had not yet been reached when it could be said that Gram Sahayaks' Training Camps in agricultural groups were no longer necessary. At the same time, it was realised that in view of the growing importance of Panchayats and Cooperation, training camps were also required for these subjects. The Conference was, therefore, of the opinion that the subjects of Cooperation and the new role of Panchayats should be included along with the agricultural group and camps conducted accordingly during the year 1959-60 also.

ITEM No. III (iv)—*Training of non-officials—Higher Training facilities for Gram Sahayaks.*

The Conference approved the suggestion regarding higher training facilities for selected Gram Sahayaks who have done good agricultural extension work in their villages. It was, however, felt that the target of giving higher training to 5% of Gram Sahayaks was very high and it should be reduced to 1 or 2% for the present.

The Conference considered the question of higher training for members of Block Samities, who will have to work in functional sub-committees. They felt that a Scheme on the lines proposed for Gram Sahayaks should be adopted for such members of Block Samities as desired to have a higher training. A combined training for Gram Sahayaks and members of Block Samities was not considered feasible as the subjects and syllabus for members of the Block Samities will have to be different from those proposed for Gram Sahayaks.

ITEM No. III (v)—*Training of non-officials (Non-servicemen).*

The Conference accepted the need for the training of non-officials. As regards the setting up of advisory bodies, it was felt that after the constitution of Block Samities and Zila Parishads, it would be inappropriate to set up separate advisory bodies at Block-levels and district-levels. Until these bodies were constituted, a sub-committee of the existing Block Development Committee would function as an advisory body for this purpose at the block level. The Block Samities and Zila Parishads would set up a training sub-committee to be in charge of the training programme for non-officials.

2. The Conference approved the following suggestions:—

(a) *Composition of Central-level body.*—An advisory body may be formed at the Centre mainly out of the members of the Infomal Consultative Committee. It would be, in a sense, the training sub-committee of the Informal Consultative Committee. Minister for Community Development and Cooperation would be the Chairman of the Sub-Committee. The Sub-Committee would advise the Ministry on the approach, policy and broad pattern of the training.

(b) *Composition of State-level body.*—A Committee may be formed at the State-level with the Minister in charge of Community Development or Panchayats acting as Chairman. The members may be so chosen that there is one representative from each district. Part of the membership may be found from the Informal Consultative Committee at the State-level. The other may be either chosen from the M.L.As. of other districts or Presidents of representative bodies like the Districts Boards or Zila Parishads, as the case may be. Some representatives of District Cooperative Unions may also prove helpful, particularly in planning the programme for cooperative education.

The Conference also approved the following role of the State-level body:—

> Such a body has to locate the various non-official institutional agencies and to entrust such agencies with such part of the local programme of training, as may be considered suitable. If such institutions require help by way of either addition of staff or additional training for the staff, the State Advisory Committee would recommend to the State Government to provide such support. The Committee has also to review, from time to time, the adequacy of the syllabus. To enable itself to do this properly, it will have to devise systematic supervision of the training programme. Supervision will not confine itself solely to watching the instruction being imparted in the various camps, but will include the follow up of such training. Such follow up would require close looking into, at the ground level, as to how the people after such training conduct themselves in respect of this institutions with which they are connected. It is from such study that suggestions for improvement of the training in its different aspects will emerge from time to time.

3. A village-level body was not considered necessary, because the training for non-officials would have to be organised for the Block as a whole and not for individual villages. The selection of trainees from villages could, however be entrusted to the village panchayats which could entrust this to an appropriate sub-committee, if necessary.

ITEM IV (i)—*Training of Officials—some important problems relating to reorganised training.*

(a) Securing experienced and well qualified staff for the various training Institutions.

The Conference recommended—

(i) that free medical facilities for the staff and their families, transport facilities for their children's education and rent-free quarters should be granted.

(ii) that State Governments should cooperate with the Ministry of Community Development & Cooperation by giving them panels of names of suitable officers and that the panels might include names of officers to whom selection as Instructors would be a promotion and provide sufficient inducement to accept the posts. Such panels of names should be prepared for training institutions both of the Central & State Governments by the Coordination Committee on training in each State.

The conference felt that the above recommendations should apply not only to the Orientation Training Centres but also to the integrated training centres for Gram Sevaks and all other training institutions connected with the C.D. Programme.

(b) Ensuring that the institutions run to their full capacity.

(i) *Orientation Training Centres.*—The consensus of opinion was that the State Governments found it difficult to utilise the full quota allotted to them on account of the fact that they have no training reserve and therefore it was recommended that each State should create a training reserve of 10% for each category in order to ensure that at least upto 10% of the total strength of each category could be deputed for training at a time. The training capacity of the existing institutions should also be adjusted accordingly.

As regards the additional cost on account of the creation of training reserve, the Conference recommended that it should be shared equally by the Centre and the State Governments. Each State should indicate to the Ministries of Community Development and Cooperation and Food & Agriculture, the number of seats required for each course under each category according to the phased programme communicated by the Ministries.

(ii) *Social Education Organisers Training Centres.*—The Conference felt that if 10% reserve is created in each State for the S.E.O. also, the State Governments should be able to recruit candidates in advance and keep them ready for being deputed for training. The entire quota of seats allotted to the State could thus be utilised fully.

ITEM No. IV (ii)—*Association of State Development Commissioners with the coordination and supervision of training programme of officials.*

It was recommended that the State Coordination Committee on Training should meet at least once a quarter and should send copies of their proceedings to the Central Ministries concerned.

In addition to the functions already entrusted to it the Committee might attend to the following:—

(i) Staffing of the training institutions with competent personnel;

(ii) Visting individually or as a team the various training institutions in the State;

(iii) Arranging talks at the institutions by experienced officers and non-officials on specific subjects;

(iv) Providing amenities and adequate training facilities;

(v) Providing official assistance to non-official organisations undertaking the training of non-officials.

ITEM No. IV (iii)—*Zonal Sammelans of officials and non-officials.*

The Conference made the following recommendations:

(i) That instead of Zonal Sammelans, State-wise Sammelans may be held whenever the Prime Minister happens to visit a particular State; but in the case of Union Territories and other States which the Prime Minister might not be able to visit within a reasonable time such Territories and States might be invited to participate in the Sammelans held in the neighbouring States:

(ii) That Block Development Officers, Extension Officers, Gram Sevaks, higher level officials and non-officials, as many as can conveniently participate, may be invited to attend the Sammelans.

(iii) The Sammelan may be addressed by the Prime Minister on the first day. On the 2nd & 3rd day the participants will discuss amongst themselves the following topics:

(a) Agricultural production.

(b) Democratic Decentralization with special reference to Panchayats.

(c) Cooperation.

(d) Norms for judging people's participation in the Community Development Programme.

No detailed agenda need be drawn up nor notes circulated, but there should be a specific programme for each day.

(iv) The expenditure on these seminars will be met by the Ministry of Community Development & Cooperation on the same lines as was done in regard to Regional Seminars organised by the Ministry in the past. The State Governments will, however, bear the expenditure on account of travelling allowance to their officials attending the Seminar.

V. *PROGRAMME FOR COMMUNITY DEVELOPMENT*

(i) *AGRICULTURE*

ITEM No. V(i)(a)—*The task of Cooperatives and Panchayats in Agriculture.*

The Gram Panchayat and the Primary Cooperative Society should call meeting of the Village to prepare agriculture plans. The Agricultural and Cooperative Extension Officers, having ascertained the available resources of seeds, fertilisers, agricultural credit, funds for soil conservation etc. should attend this meeting. At this meeting the village should fix the list of improved agricultural practices which are suited to the village and prepare an estimate of the area to be covered by each approved practice. A list of new methods and techniques which the village would like to have demonstrated should also be prepared along with the number of demonstrations, their venue and timing.

A programme for training Gram Sahayaks of the village and organising youth clubs and farmers' clubs should also be prepared for the year. Five to ten leaders should be designated to guide their assigned followers in adopting better methods of cultivation and preparing family production plans, the should also supervise the use of credit. The Cooperative Society should arrange to train the designated leaders in the methods of preparing plans and get the family agricultural credit.

The two Extension Officers mentioned above should assist the Panchayat in drawing up a two or three year land-improvement programme covering contour bunding, levelling, terracing, reclamation, drainage, construction of tanks, wells and other minor irrigation works, and afforesation of village lands. For each type of work the annual target should be indicated and specific organisers designated by the panchayat for organising and supervising the work. The Block staff should undertake to prepare the required plans and estimates by a stipulated date. Such plans should be prepared in at least one village in each V.L.W's circle during 1960-61 and all the villages in the V.L.W's circle may be covered in three to five years.

The Panchayat should designate farmers who would induce other farmers and supervise their programme for improving the fertility of the soil by green manuring, composting, use of silt and other locally available resources. The responsibility for achieving the agricultural targets of the village will, thus remain with the Panchayats.

The Panchayat should appoint an agricultural sub-committee which would meet periodically to review the progress of day-to-day implementation of the village agricultural production plans. The representatives of Cooperative Societies should be on this committee so that arrangements for short and medium-term agricultural credit, supplies of seeds, fertilisers and plant protection materials, including implements, and arangements for marketing are made according to

the needs of the village. The financial responsibility for loans advanced to individuals and its recovery will solely be with the Cooperative Society.

The Panchayat may be consulted about the land-development schemes to be sanctioned in the village for execution by individual farmers. It should be the responsibility of the Gram Panchayat to procure the required labour, disburse payments and supervise the work connected with the land development and land improvement schemes financed directly by the Government, and not through the individuals or the Cooperative Society. Schemes financed through the Cooperative Society would be supervised by the Cooperative Society. All programmes for afforestation or improvement of the pastures of the village will be entrusted to the Gram Panchayats and the income will be utilized on land development projects. The Gram Panchayat will be the village planning authority in respect of village agricultural plans and the Cooperative Society the financing, supplying and marketing agency. The role of the extension staff is to stimulate the farmers through the Panchayats and Cooperatives to mobilise for increased agricultural production.

ITEM No. V (i) (b).—*Kharif and Rabi Campaigns.*

Agricultural production campaigns should embrace a few selected agricultural practices which are applicable to the village and represent an advance over the current practices and can also be largely carried out with the resources raised locally without having to depend upon external aid and assistance. The duration of the campaign should not be unduly long, and while one campaign is current another should not be launched. Campaigns which cannot be adequately followed up and supervised should not be undertaken as expectations are raised which cannot be fulfilled.

Adequate briefing of the staff, the Gram Sevaks, Gram Sahayaks, and the farmers in respect of specific items of work to be done, is essential. The Gram Sahayaks and the members of Panchayats and Cooperatives should adopt the recommended improvements on a significant scale so as to set an example to other farmers. In planning the campaigns, in fixing the targets and in supervising the work, the Gram Sahayaks, the Panchayats and the Cooperatives should be associated. Meetings of the campaign workers may be held at Block, District and State levels for discussing the problems connected with the campaign and for encouraging initiative and public work on the part of non-officials.

ITEM No. V (i) (c).—*Associating the Panchayats with the protection and management of forests.*

Where forests are located in the vicinity of villages, pilot experiments for associating the Panchayats in the protection and management of the community forests should be started in all the States. The management should be closely supervised and controlled by the Technical Department. Both the Forest Department and Panchayat should make special efforts in organising forest committees and training the people in forest conservation.

SUPPLEMENTARY AGANDA ITEM V (i) (d).—*V. L. W. and the Agricultural production programme.*

To enable the Village Level Worker to concentrate on the field of agricultural production his job chart may be revised. The revised job chart could appropriately begin by stressing the village level worker's primary role in regard to (1) agriculture including minor irrigation, (2) animal husbandry, (3) certain aspects of cooperation for example assisting agricultural production (4) assisting panchayats in discharging their duties in respect of the fields mentioned above.

In respect of other items of the development programme his duties may be reduced in scope and defined in greater detail, for example under health and rural sanitation he may be mainly concerned with the provision of a protected water supply.

In order to ensure that definite stress is given to agriculture and the maximum time is used on agricultural production work, the State Department of Agriculture should draw up a detailed programme of work from season to season and month to month for being executed by the village level workers. The V. L. W. should be required to devote his first attention to the agricultural production programme; and it should be the duty of the Block Development Officer and the Block Development Committee to see that the programme drawn up by the Department of Agriculture is strictly followed. Such periods as are not covered by this time table may be utilised by the V. L. W. for other rural development activities. It would be desirable to define certain duties which the village level worker should not be required to perform, for example Rural Life Insurance, Small Savings Campaign, Collection and handling of cash etc.

The association of the V. L. Ws. in census and elections including both general elections and local panchayat elections was not considered desirable and should therefore be avoided.

ITEM No. *V (ii)—Animal Husbandry and Fisheries*

(A) *Role of Panchayats.*—The conference endorsed the recommendation of the Balwantrai Mehta Study Team that the improvement of live stock (Cattle, sheep, goats, poultry etc.), as also inland fisheries should form a part of the functions of the Panchayats. It was, however, felt that the entrustment of the programme to the Panchayats, in its entirety, need not necessarily be made obligatory to start with; the reason being that for the fulfilment of this responsibility, it was necessary:—

(i) to educate the Panchayats in the various aspects of the programme,

(ii) to re-inforce the financial position of the Panchayats and Cooperatives by providing adequate monetary assistance.

(1) BREED IMPROVEMENT:

(a) *Breeding bulls.*—The conference accepted the view that while the extension of artificial insemination, wherever it was possible, should be pursued, provision for natural service by supplying the required number of pedigree bulls has also to be made, especially in areas where artificial insemination service is not a practical proposition and also in those areas where this practice is yet to be extended and accepted. The conference also reiterated the view that while supplying breeding bulls, their breed or breeds should be in conformity with the All India Breeding Policy and their supply ensured from recognised sources under the technical advice and supervision of the Department.

In regard to the maintenance of bulls, while preference should be given to the panchayats and cooperatives, the requirements of *bona-fide* individuals who are anxious to maintain them should also be kept in mind. As a policy the supply of bulls to individuals should be routed, along with the other facilities like the cost of maintenance etc., through the agency of the panchayats. The policy of routing assistance through the panchayats is specially desirable while distributing improved Rams, Bucks, Boards etc.

(b) *Scrub bulls.*—The conference recommended that those States which have not yet enacted the Live Stock Improvement Act, should take steps to do so as early as possible. On the question of compulsory castration of all scrub bulls aged over 12 months, it was felt that while the enactment of Stock Improvement Legislation was in itself an assurance in this regard, it is desirable to undertake periodical enumeration of scrub bulls as accurately as possible in order to prescribe proper targets and to implement the castration programme in a systematic way.

(c) *Stray and un-productive cattle.*—The conference accepted the view that the collection and transfer of stray and un-productive cattle to the nearest collection centres as stipulated under the Gosadan Scheme should be one of the functions of the panchayats, wherever the conditions for the establishment and maintenance of Gosadans are favourable.

(d) *Improved Cattle.*—Liberal credit facilities should be provided to selected villagers for the purchase of improved cattle, and in doing so care should be taken to stipulate such terms and conditions as would ensure the proper maintenance of the animals by them under the guidance and supervision of the Department.

(e) *Calf rearing.*—The panchayats may be entrusted with the responsibility of supervising the feeding of calves selected under the calf rearing programme in the key village scheme, thus ensuring that the money given is properly utilised.

(2) IMPROVEMENT OF FEEDS AND FODDERS:

(a) *Water supply.*—A water trough for the supply of clean drinking water to animals should be provided, wherever it is necessary, to each of the drinking water wells.

(b) *Village grazing grounds.*—Wherever lands are set apart for the village common grazing grounds, steps should be taken to impart training to the members of the Panchayats for their improvement and management, including the application of suitable fertilizers and introduction of rotational grazing.

(c) *Cultivation of green fodder.*—Every effort should be made for demonstrating fodder cultivation and for intensifying the distribution of planting materials of improved grasses and fodders. Provision should also be made for intensive cultivation of fodders wherever it is possible and to encourage individual enthusiastic farmers to grow fodders. If the seed production programme is not impaired, a portion of the primary seed production farms can be utilised for production of green fodder seeds.

(d) *Conservation of green fodder.*—Utilisation of Jungle grasses, surplus fodders and useful weeds as silage should be encouraged wherever possible.

(e) *Wastage of fodder.*—To avoid wastage of fodders the panchayts should undertake the responsibility of assessing the requirements of chaff cutters and arranging for their supplies from out of the provision that is made available to them for implementing the agricultural production programme.

(f) *Fodder trees.*—The panchayats should take active interest in the planting of fodder trees in all waste lands, field bunds etc., during special occasions like Vanamahostavas, seedling for this purpose being supplied by the Agriculture, Animal Husbandry and Forest departments.

(g) *Washing Paddy Straw.*—As regards feeding live stock with washed paddy straw, the conference was of the view that the question may be deferred till the results of researches now being undertaken at the Indian Veternary Research Institute at Izat-Nagar offered some conclusive opinion on the subject.

Control of Diseases

In regard to the control of diseases the Panchayats' responsibilities should be directed towards the following measures or steps;

(a) *Reporting of out-breaks.*—Reporting promptly, to the nearest block or departmental staff, outbreaks of any live-stock diseases in the village or in its neighbourhood.

(b) *Public Participation.*—Assisting the departmental staff in all preventive measures undertaken by them, namely disinfection, vaccination, dosing, spraying, dipping, disposal of carcases etc.

(c) *Foot Baths and dipping tanks.*—Provision of a common foot bath for disinfection against Foot and Mount disease of cattle and in sheep breeding areas, of a common dipping tank for eradicating external parasites which cause damage to the skin and wool.

(d) *First Aid Veterinary Kit.*—Providing a verterinary kit for rendering First Aid treatment of minor ailments.

(4) Poultry Development

The conference recommended that the development of poultry, on the lines indicated below, may with advantage be undertaken through the agency of the cooperatives.

(a) *Replacement of Desi cocks.*—Removal of Desi cocks on or before a target date every year and the introduction of required number of improved cocks in their place on exchange or subsidised basis, the programme being concentrated in areas ear-marked for intensive development of poultry.

(b) *Poultry Units.*—Establishment of poultry units with improved birds by Young Farmers or Youth Clubs, Mahila Mandals, landless people and Harijans with loans provided by the department and/or cooperatives.

(c) *Custom Hatching.*—Provision of adequate incubation facilities and encouragement of custom hatching at convenient centres, besides training of selected villagers in rearing baby chicks.

(d) *Vaccination.*—Periodical vaccinations, through the departmental agency, against Ranikhet disease, Fowlpox and Spirochaetosis.

(5) Fisheries Development

(a) *Ownership of fishery rights.*—The conference agreed that while the fishery rights for small ponds and tanks in the jurisdiction of the village should vest in the panchayats concerned those of the river stretches should be managed by the Government Agencies.

(b) *Stocking and exploitation.*—As regards the exploitation of fisheries by the Panchayats, the conference accepted the view that organisations like fishery cooperatives or groups of fishermen should be preferred to individual contractors in leasing the fishery rights village ponds and tanks. Loans for improvement of village ponds and tanks and for stocking should be given to the panchayats. Wherever a panchayat does not carry out fisheries development on approved lines, the State Government may withdraw the powers delegated to the Panchayat in regard to the management of fishery rights.

(B) Cooperatives

The conference recommended that the functions of cooperatives in the field of Animal Husbandry might be in the following directions:—

(a) Providing credit facilities for purchase of improved live stock, feeds and fodder, purchase of fish seed and equipment etc.

(b) Stocking and sale, at fair prices, of live stock feeds and equipment, including fishing-gear, yarn, books, improved shares and other equipment.

(c) Organising marketing facilities for live stock and live stock products, including milk, eggs, poultry, wool and fish. Such an organisation should provide for their proper collection, grading, storage, transportation and distribution.

ITEM No. V(*iii*)—*Minor Irrigation*

ITEM No. V(iii) (a).—*Role of Panchayats and Cooperatives in the Execution and Maintenance of Minor Irrigation and Land Improvement Works*

I. EXECUTION

Panchayats and Cooperative should as far as possible be entrusted with execution of all new works, which involve only earth-work and simple masonry work up to a limit of Rs. 25,000, in each case. This monetary limit may be subject to minor local variations by the State Governments.

II. MAINTENANCE

The Co-operatives of Beneficiaries working under village Panchayats should maintain all local irrigation works not requiring technical skill of a high order.

(ii) These bodies should be given technical assistance by the block staff or the State PWD incharge of these works.

(iii) In the event of default of proper maintenance of these works by Panchayats the Government should be empowered to get the necessary repairs and maintenance carried out by the State Departments concerned and recover the costs from the defaulters.

(iv) To ensure proper maintenance, the Departments should prescribe standards and specifications for the guidance of local organisations.

(v) All such works should be periodically visited by Government agencies so that necessary measures may be taken when and where any tendency towards deterioration is noticed. For this purpose an inventory of minor irrigation works should be prepared on a prescribed proforma and maintained by the village panchayat concerned.

III. OPTIMUM USE OF WATER

(a) *Water Courses and filed channels.*—Construction authorities should be responsible for the construction of channels or water courses at Government cost up to outlet heads or blocks of a suitable site to be prescribed by the State Government. Beyond this point, while the survey and alignment of field channels would be the responsibility of the Construction Authorities, their excavation and maintenance must be carried out by the beneficiaries, organised as far as possible in cooperatives. In case of default the State Government should have power to construct these field channels and recover the cost thereof from the beneficiaries as arrears of land revenue.

These recommendations apply to all irrigation works, whether major, medium or minor.

(b) *Wastage of water.*—Where field channels have to be cut across existing kachcha roads the construction of crossings should be the responsibility of the beneficiaries. Where legislation to execute such work at the cost of the beneficiaries in case of defult by them

is not already in existence such legislation should be passed. Where, however, the construction of a crossing becomes necessary on account of improvement to an existing road, the cost of such crossing should be a part of the cost of the improvement of the road. In case of pucca roads, all such crossings should be provided by the construction agency.

Percolation losses should be minimised by lining channels as far as possible, particularly in sandy areas.

ITEM No. V (iii) (b).—*Financial Powers of Panchayats to Levy Cess*

In order to ensure availability of adequate funds with the panchayats for carrying out proper maintenance of minor irrigation works entrusted to them and also to give them a psychological feeling that the works belong to them and it is their responsibility to maintain them, they should be empowered to levy a suitable cess and/or water rate and to collect all other miscellaneous revenues, such as from fisheries, plantation, lease of land, etc., from these works. In cases where the Government already charge an irrigation cess, a suitable proportion thereof should be transferred to the panchayats for this purpose. Where the cess collected or the resources of the panchayats are inadequate for the proper maintenance of an irrigation work the State Government should pay an adequate subsidy for the purpose.

ITEM No. *V (iv)—Village and Small Scale Industries*

(a) & (b): *Role of Panchayats in the development of village and small scale industries.*

The question of formation of a functional sub-committee of the Panchayat for promotion of the industries programme was fully debated by the conference. One view was that such a functional sub-committee was necessary for the promotion of the village and small scale industries programme and for doing propaganda at the village level. This followed the assumption that the Panchayat should try to create additional employment by encouraging village industries and in particular by doing active propaganda for consumption of products of village industries. Since the Village Level Worker is now likely to be utilised almost entirely for the agricultural production programme, some agency at the village level was necessary to take up the work he was so far doing in the field of village industries. The Industrial Sub-Committee at the village level could be this agency. This view was supported by representatives of some States who envisaged an active role for the Sub-Committee specially in areas where there was concentration of particular types of craftsmen. Some of them also considered that the Panchayat could assist in the location of these industries on the advice of the Industrial Sub-Committee. They also thought that the Sub-Committee could help in the selection of trainees and in the distribution of loans.

The majority view was, however, that the multipurpose co-operative society was more fitted to discharge the functions of a business or commercial nature associated with the promotion of village and small-scale industries. It was also considered that it would not be desirable to channelize funds for industries through

the village panchayat, further, that the question of marketing products of village industries cannot be considered from the restricted angle of a single village.

It was agreed that a Sub-committee at the Block level would be necessary for planning, promotion and development of village and small-scale industries. This committee may co-opt representatives of industrial cooperatives and artisans, and the Extension Officer (Industries) will be actively associated.

It was pointed out that although it was stipulated that expenditure of funds in blocks in villages having a population of less than 5,000 should be at least 25 per cent. of the allotment to the State Governments, experience has shown that actual expenditure was much less. 25 per cent. was meant as the first step. The conference recommended to the State Governments that atleast 50 per cent. of the funds for village and small-scale industries should be utilised in villages of less than 5,000 population.

The importance of proper coordination between the all-India Boards and Khadi and Village Industries Commission was stressed.

ITEM No. V(*iv*) (c)—*Introduction of improved hand tools for village blacksmiths and carpenters*

It had been suggested that the subsidy portion of the scheme may be met by the Community Development Block Budget provided under the Rural Arts & Crafts. It was considered that the amount of subsidy that can be provided from the block budget would be small in view of other demands and commitments, since the element of subsidy proposed is 50 to 75 per cent. of the cost of the hand tools, it was felt that the question of financial resources should be gone into more thoroughly. It was decided that the subject should be included in the terms of reference of the Study Team on Industrial Pilot Projects in Development Blocks.

It was recommended that the distribution of hand tools should be arranged through the following which should keep stocks for sale:

1. Mobile demonstration vans.
2. Production Centres and tuitional classes.
3. Block Headquarters.
4. Industrial Cooperatives.

Production of these tools should be arranged through model workshops, and Government or other selected units working in industrial estates.

Several other industries were suggested for inclusion in the scheme of supply of improved hand tools on subsidised rates. The industries named were—Pottery training, mat weaving, rope making and wood carving. The first two of these industries come under the scope of Khadi and Village Industries Commission, whose representative pointed out that the funds at the Commission's disposal are limited and that it would not be financially possible

for them to undertake this additional programme within their resources. It was decided that in view of inadequate financial resources this scheme should, for the present, be limited only to blacksmithy and carpentry, and should be considered for extension to other industries after sufficient experience has been gained.

The Village Multipurpose Cooperative should play an important role in the distribution of the hand tools and realisation of instalments of loans. The Panchayats need not be saddled with these duties.

ITEM NO. V (v)—*Education and Social Education*

(a) *School as a Community Centre Role of the village school in promoting education and Social Education Programme in the Community.*

With the new emphasis on promoting Community Development Programme through the basic community organisations in rural areas, it was agreed that the school should assume an important role. The school under the new emphasis should make a three-fold contribution namely (i) provide education for children of the village in accordance with the needs of rural life; (ii) extend the facilities of education to youth and adults during school hours; and (iii) associate the villagers more closely with the school in making it a community centre.

It was further recommended that in utilising the services of the school teacher in promoting the programme of adult literarcy, libraries, reading rooms and youth clubs, provision should be made for additional remuneration for his services to the community and accommodation be provided near the school to make his contribution more effective.

(b) *Orientation of Education Programme.*

It was agreed that the scheme of orientation of the village schools towards basic education and community development as formulated jointly by the Ministries of Education and Community Development be adopted.

(c) *Better enrolment of School children particularly girls in village schools.*

For improving the enrolment of children in village schools it was agreed that the following steps were necessary:—

(i) Systematic records of school-going age children in the village be maintained by the Panchayat with the help of the school teacher;

(ii) Regular visits to the homes of the children attending school specially of those who are irregular in attendance be made by the school teacher;

(iii) the SEO should collaborate with the school teacher and the Inspector of schools in getting non-school-going children to school;

(iv) the members of the Mahila samithi be encouraged to carry out a campaign in the village for more enrolment and regular attendance;

(v) the panchayat be encouraged to exert their influence over the villagers to send their children, specially girls, regularly to school;

(vi) In addition, it was agreed that instead of the Panchayat the panchayat samithi or the Block Development Committee be given powers to adjust school timings to suit local and seasonal conditions; that the panchayat be vested with the responsibility of supervising the school and maintaining it in good condition; that prices be awarded to the village community for the best enrolment and attendance.

(vii) A mid-day meal fund be created out of contributions from the community for the supply of mid-day meals to children irrespective of their economic status.

Role of the Panchayats and Cooperatives in promoting educational programme in the community.

Panchayat.

It was agreed that the panchayat should be associated actively with the school in the following ways:—

(i) Formation of an Education and Social Education Sub-Committee of the Panchayat for planning and promoting the programme. The Committee should be vested with some authority to supervise the work in non-pedagogic matters.

(ii) The good offices of the Chairman and members of the Panchayat be utilised in increasing enrolment and attendance of children specially of girl students.

(iii) Associating actively with the maintenance of school building and provision of other educational facilities as and when required by the school.

In addition it may attend to the following according to the availability of resources: (a) construction of school building; (b) construction of quarters for teachers; (c) provision of additional accommodation; (d) white-washing and repairs of buildings; (e) construction of play-grounds; (f) construction of sheds for cooking free-meals; (g) donation of land etc. etc.

Cooperative.

It was felt that the establishment of cooperative stores may not be successful in primary schools and that the scheme may be tried only in middle schools and high-schools. It was, however, felt that the principle of cooperation should be absorbed by children through other educational activities.

V(v)(e): Role of the Panchayat in promoting Social Education Programme in the Community.

It was felt that the panchayat should promote the programme of social education in the village through the activities of literacy, reading rooms, library, youth clubs, recreational and cultural groups. These activities should be carried out either in the panchayat Ghar or the Community Centre or the school. The Community Centre wherever located should be promoted as a multi-purpose organisation of recreational, cultural, educational and other activities with the active help of the village youth and the village leaders. Efforts should be made to see that the panchayat and the village community assume the responsibility of organising the programme on a permanent basis.

ITEM NO. V (*vi*)—*Public Health*

(i) *Formation of Health Sub-Committee of the Panchayat.*

While the formation of a separate Health Sub-Committee of the Panchayat is desirable, the conference expressed doubts whether personnel will be available in the villages for being co-opted to a large number of functional sub-committees. The conference therefore felt that in most Panchayats it should be sufficient to form a single sub-committee for social services which could deal with health and education. In Panchayats serving very small villages it may be difficult to form such sub-committees. In such cases the whole Panchayat may invite others interested in specific subjects when it is discussing those subjects. The conference recommended that it is very necessary that there should be at least one woman member in the social services sub-committee of the Panchayat. In some areas where one woman would find it difficult to attend the meeting of the committee, it may be desirable to co-opt two women so that they may keep each other company. The school teacher may be co-opted to the sub-committees but need not have the power to vote.

(ii) *Association of the village school with the Sub-Committee.*

The conference accepted the following views in the note about the role of the teacher in health education for the community.

> "Village school as a community centre has a vital role to play in improving all conditions essential for healthful living. School children are of an impressionable age and can easily be trained to develop hygienic habits. The role of the teacher in this connection is of fundamental importance. He must set an example by his personal hygienic habits and he should also provide hygienic amenities in the village school for the children to practise what is preached to them in the school. Hygienic habits once developed in the children become a second nature and children can be used to motivate their parents for provision of clean environment in the homes. This is one of the reasons why it is felt that the school teacher should always be associated with the Health Sub-Committee of the Panchayat."

(iii) *Some of the main items of the programme for the sub-Committee.*

The items suggested below should be taken up by the Sub-committee of the Panchayat.

(a) **Cleanliness of the village and the school.**—People's representatives must take concerted action to maintain general cleanliness of the village. It is suggested that pits should be dug at the outskirts of the village in a planned manner and all the household rubbish like peelings of vegetables, papers, straw, leaves, etc. should be collected and deposited into these pits and then a layer of earth should be thrown to cover the contents. These pits can develop into compost pits.

If cow-dung cakes have to be prepared then it is necessary to see that the outside walls and the roofs of the houses are not plastered.

Paving of village lanes may also be considered if funds are available. Pending this, boreholes can be dug outside every house if the ground is porous for the disposal of sullage.

(b) **Use of latrines and urinals.**—Pollution of soil due to indiscriminate defecation and urination has been responsible for a great deal of mortality and morbidity from intestinal diseases like diarrhoea, dysentery, typhoid group of fevers, cholera, etc. The high incidence can be greatly reduced by inculcating hygienic habits amongst our people. For this purpose provision and use of sanitary latrines and urinals is essential. There are today a number of inexpensive designs for sanitary latrines and urinals for the villages. As to which specific design will be useful in an area, it is suggested that the Medical Officer in charge of the primary health centre of the Block and the District Health Officer should be consulted.

The provision of sanitary latrines and urinals is absolutely essential for every village schools, if we have to inculcate healthy habits amongst the children in the villages. These latrines and urinals in the schools can also be utilised for purpose of demonstration to the villagers because most of them do not know what a latrine or urinal is. If the school children are convinced of the utility of the latrines, they would insist on their parents to provide them in their homes. This has actually happened in some of the Blocks already.

(c) **Provision of safe drinking water supply.**—Provision of safe water supply is the most important factor in improving environmental sanitation and constitutes the basic need of our villages. Many intestinal diseases can be controlled if safe water supply is guaranteed. There is a general scarcity of water supply in many parts of our country and in some places where it is available it is in the form of a stagnant pool exposed to all dangers of pollution from human excreta and other forms of dirt. As such, provision of safe water supply should receive the highest possible priority from the Panchayats.

In addition, maintenance and cleanliness of the surroundings of the sources of water supply must also be taken care of.

(iv) *Control of communicable diseases.*

Eradication of malaria and control of filaria, leprosy and T. B. have been taken up on a National scale and these control programmes are in operation all over the country. Panchayats should take advantage of these programmes if such diseases exist in their jurisdiction and should give the fullest measure of cooperation.

Small-pox and cholera are still taking a great toll in our country, and every year we are having these diseases in epidemic form. Small-pox can be easily controlled if the Panchayats would encourage and popularize primary vaccination and re-vaccination in their area. The Panchayats should make it obligatory for everyone to report the occurrence of each case so that the health authorities can take control measures.

With regard to cholera, the Panchayat should encourage anti-cholera inoculations.

In addition the conference felt that family planning should also be one of the items for the sub-committee which, will, however, confine itself only to the education of people in regard to family planning.

ITEM No. V (vii)—*Programme for Women and Children*

The programme for women and children should be planned and implemented by the village women's organisations such as the Mahila Mandal which are already in existence in the village; if they do not exist they should be developed by the Gram Sevikas and Mukhya Sevikas.

The following are the most important programmes and activities which may be taken up:—

(i) Educating women regarding mother and child-care and encouraging them to avail themselves of the services offered such as by the Primary Health Centre and Family Planning Centre.

(ii) Helping to spread the knowledge of health and sanitation, including the use of latrines, and inducing village families to observe the laws of health and hygiene and to adopt measures and practices for cure and prevention of communicable diseases.

(iii) Organising Balwadis in order to:

(a) Educate and train children of pre-school age in health habits and good social practices,

(b) enable mothers to be free to join the Mahila Mandal and participate in its programmes and activities,

(c) enable older girls, who are not able to go to school because they are in charge of their younger brothers and sisters while their parents are at work, to attend school.

(iv) Organising some economic programme for saving and for supplementing family income or both, such as simple tailoring, making of mats or baskets, spinning and weaving, etc.

(v) Encouraging adult literacy.

(vi) Educating women in habits of thrift and saving and avoiding extravagance and loans for ceremonial occasions; encouraging Small Savings Schemes or any other system of savings.

(vii) Encouraging improvement of homes by kitchen gardens, improved methods of cooking, labour saving devices and avoiding wastage of food.

(viii) Encouraging some of their progressive members to take up the responsibility of giving regular assistance as 'Gram Lakshmis' or associate women workers known by any other name, to Gram Sevikas.

In order to help the Mahila Mandals in carrying out their tasks and responsibilities, and to give due emphasis to the programme, the Panchayat should have a Functional Sub-Committee for this programme.

The principal ways in which the Panchayat can help the Mahila Mandal to grow and function effectively are the following:—

(1) Creating a favourable climate for the work of the Mahila Mandal,

(2) Providing a building and the equipment needed for its activities such as Sewing Machine, Charkha, dholak, Black Board, posters, etc.,

(3) Providing financial assistance,

(4) Helping to launch special drives and campaigns and to organise exhibitions, etc.,

(5) Helping to find suitable accommodation for the Gram Sevika or the midwife,

(6) Helping to select Gram Lakshmis, and particularly helping with their Training Camps (as they do with Gram Sahayaks' Camps),

(7) As recommended by the Mussoorie Conference encouraging the under privileged class of women to come and join the Mahila Mandals in larger numbers.

The Panchayat Sub-Committee for women and children's programme may include the following as co-opted members in addition to the women members of the Panchayat:—

(a) The President and the Secretary of the Village Mahila Mandal.

(b) Chairman or any other representative of the P.I.C., resident in the village.

(c) One or two other progressive village women.

(d) Gram Sevika.

(e) The Woman Primary Teacher.

It was further recommended that women from the Mahila Mandal should be associated with some of the other functional committees set up by the panchayat, to look after the interest of women and children.

2. *Co-operatives and Industries:*

(1) Extension Officers of Cooperatives and Industries should, through Gram Sevikas, help village women (a) to realise the need and importance of co-operation; (b) to establish contacts with the sources from which they can avail themselves of assistance by way of money, instruction, technical guidance, procurement of raw material and marketing of their produce.

(2) The Co-operative Department and particularly the Extension Officer, should encourage women to become members of co-operatives particularly those supplying; (a) credit, (b) consumer goods required for daily use at home. They should also help in sale of surplus production of women's craft centres.

(3) It should be the duty of the Industries Extension Officers to assist women to choose suitable crafts and industries in the light of (a) availability of resources and raw material, (b) marketing.

V (*viii*) *PUBLICITY*

AGENDA ITEM V (viii) (a)—*Production of Literature*

Stressing the need for literature in regional languages in organising intensive and extensive publicity for the promotion and strengthening of panchayat and the cooperative movement, the Conference recognised that the State Governments were the most appropriate agencies for bringing out such literature.

In respect of funds, the Conference recommended that on the analogy of the scheme now in operation in the Ministry of I. & B. for providing subsidy to the States to the extent of 50 per cent of the cost of publications issued by the Centre and adopted for translation by the State Governments, the Ministry of Community Development and Cooperation should take necessary steps for adopting a similar scheme making the necessary budget provision to ensure publication of regional language versions of manuals and guides, etc., brought out by the Ministry.

The Conference recommended production of single sheet leaflets in large numbers summarising main points for attention similar to the leaflets on the "Help the Plan—Help Yourself" put out by the Ministry of Information and Broadcasting.

As regards distribution, the Conference recommended that the material should be sent to the Block Headquarters for sub-distribution within a block.

In the interest of continuous visual publicity through films, which constituted the most effective way of educating the village population, the Conference recommended that every Block or at least groups of Blocks should have a cinema projector. As an interim measure, the State Governments should provide an adequate number of mobile vans to make up for the absence of Block projectors.

The Conference noted that the Ordnance Factories of the Ministry of Defence were now in a position to undertake the production of cinema projectors if orders were placed on them and recommended that the Ministry of I. & B. should coordinate the requirements of State Governments in regard to such projectors.

(b) *Gram Sevak—Change of Title and Content:*

The Conference endorsed the proposal to bring out Gram Sevak in a new version suited to meet the requirements of workers at the village level including Panches and Gram Sevaks, etc., in regional languages. As for the title of the journal it was recommended that "Gram Seva" may be adopted.

(c) *Proposed Annual Publications of the Ministry:*

The Conference endorsed the proposal to bring out the following three Annual Publications:—

(i) Community Development in India at a glance;

(ii) Panchayats in India at a glance;

(iii) Cooperation in India at a glance.

ITEM VII *PLANNING*

ITEM NO. VII (i)—*Suggestions relating to the Community Development Programme for the Third Five Year Plan.*

The Conference recommended that the suggestions made in the Ministry's letter No. 84(1)/Bd/58, dated the 16th July, 1959 on the subject (copy attached) be approved, subject to the following observations:—

(1) The States felt that the existing provision for staff in the schematic budget would prove to be inadequate because (a) the assumption that 25 per cent of the staff existed in the field is not correct, and (b) the pay-scales of various categories of officers particularly of the technical departments have since been revised upwards.

(2) For those blocks which will complete their Stage II during the period of the Third Five-Year Plan, provision of funds on the same scale as in Stage II should be continued till the end of the Third Five-Year Plan. These may be called State III Blocks.

(3) Provision of Rs. 3·4 lakhs in the schematic budget under the head 'Irrigation and Reclamation' and Rs. 50,000 under 'Agriculture' and 'Animal Husbandry Demonstrations' may be combined under one head to be called "Agricultural Development, Minor Irrigation, and Land Improvement". To this provision may be added Rs. 40,000 from the head "Health and Rural Sanitation" (namely the provision for the Primary Health Centre, the responsibility for which is proposed to be transferred to the Ministry of Health), thus increasing the total provision to Rs. 4·3 lakhs. Realizing the importance of Minor Irrigation Programme, it was recommended that a minimum of two-thirds of the total provision or a sum of Rs. 3 lakhs whichever is more, should be earmarked for Minor Irrigation except in areas where there are special conditions which render this impossible.

The Conference was not in favour of diverting Rs. 15,000 from the head 'Rural Arts and Crafts' and Rs. 5,000 from the head 'Communications' to the head "Agricultural Development" unless the Ministry of Commerce and Industry and the State Industries Departments make suitable provision in their budgets for Rural Arts and Crafts in the Third Five Year Plan.

(4) The remaining provision in the head 'Health and Rural Sanitation', after the diversions referred to above will be wholly utilised for Public Health and Sanitation especially Rural Water Supply and Health Education.

(5) It was recommended that for building up of youth organisations at the village and block levels and appropriate programmes to enable young men and women to take an increasing share in the social and economic reconstruction of the village, the funds available under the head 'Social Education and Education' may be utilised.

(6) The Conference recommended that no specific sum need be earmarked for diversion out of the Rs. 1 lakh under the head 'Housing for Project Staff and Rural Housing' towards 'Rural Housing'. If there are any savings after the staff quarters have been built, then these can be utilised for Rural Housing.

(7) The Conference recommended that for the preparation of the Third Five-Year Plan, the following steps should be taken by the State Departments:—

(a) The programme of each Department may be broadly divided in two categories, namely (i) those which are capable of being implemented at the block level; and (ii) departmental programmes which by their very nature relate to more than one block or have to be implemented at the district or higher level.

(b) Since the idea of the development block as a unit of planning has been accepted, the provisions under each head which fall in two categories mentioned above should be shown separately in the proposals drawn up by each department in the State. Thus, the Block Development programme would include (i) items coming within the scope of the schematic budget; and (ii) items derived from the departmental programmes to be implemented through the block agency along with the representatives of the department concerned at the Taluk or the Sub-Divisional level.

ITEM NO. VII (ii)—*Planning at Block and District Levels*

The Conference recommended:—

(i) that for the Annual Plans for States for 1960-61 an attempt should be made to distinguish items which are to be implemented at the district and block level and to carry these out as part of or in association with local plans. It was agreed that the problems connected with accounting procedure which had made this difficult for some States should be examined by the Planning Commission in cooperation with the States, to find out suitable solutions. It was also suggested that an early rough indication of the outlays under the Annual Plans for the States for 1960-61 would facilitate the process of working out district plans prior to the discussions between the States and the Planning Commission.

(ii) The principal lessons to be derived from the experience of drawing up district and village plans in 1954-55 appear to be the following:—

(a) An approximate idea of the total resources under each head should be available before local plans are taken in hand. The State should be able to give such indications to districts and the districts to the blocks.

(b) At the district level account should be taken of the phase of work in each block under the C.D. Programme—when the pre-expension stage or stage I is to begin, or the phase in Stage I or Stage II anticipated for 1960-61 and 1961-62.

(c) The district and block plans should be for five-year periods in the first instance, with yearly plans to follow. Village plans may be for one or two years at a time and within the general frame of block plans.

(d) Both in block and village plans the primary emphasis should be on activities which involve the fuller use of local resources, specially manpower. Programmes for social services will be largely determined by the provisions of district and State Plans.

(e) In block and village plans, the first priority should be the strengthening of institutions through which programmes are to be implemented—the panchayat and the village cooperative.

Therefore, it was emphasized that before taking up local plans some idea should be available of the approximate provisions for the State as a whole and under different heads. It was agreed that while district and block plans might be for the five year period plans for individual villages would more suitably be for a year or at a time. It was also recommended that in order to strengthen the local institutions,—the panchayats and the cooperatives as a very high priority, in areas not covered by the C.D. Programme and in blocks in Stage II phase, it would be necessary to have some provision for local development works in such form as may be suitable.

(iii) It was recommended that during December—March next, districts and blocks should prepare the draft plans for the Third Plan. This is on the assumption that by the middle of November the State Governments would find themselves in a position to indicate to districts and blocks the broad financial assumptions within which they should draw up their plans. Regarding the scope of district and block plans, it was agreed that besides the C.D. Block Programme, they would include projects and schemes of local interest which could canvass local participation and support. The largest emphasis in district and block programmes should be on agricultural production and on works providing additional employment especially in slack seasons. Details of this programme should be worked out in each area according to its needs and possibilities. Besides this the local plans should include provision for certain minimum amenities in rural areas on a suitable matching basis. As approved by the National Development Council, these minimum programmes are (a) adequate supply of drinking water; (b) village schools; (c) approach roads to the villages from the main road or Railway Station. It was recognised that, apart from these minimum amenities, in respect of social services generally local plans would be largely determined by the provisions made in the State plan.

(iv) In shadow blocks in which the C.D. Programme would not have begun when plans are drawn up for the Third Plan, it would be necessary to make suitable administrative arrangements for the preparation of the local plans.

(v) It was agreed that during September-October 1959 each State should test out the idea of local plans in one or two districts and in a few blocks with a view to ascertaining in advance the difficulties to be provided for before undertaking this task in all areas.

(vi) It was agreed that plans for small towns should be taken up along with blocks in association with the civic bodies concerned. For large towns and cities, separate arrangements for drawing up plans should be made by State Governments.

VIII GENERAL

ITEM No. VIII (i)—*Extension of results of Scientific Research to the fields.*

The need for arrangements whereby the techniques, processes and products evolved by the National Laboratories should be regularly applied in the States was accepted. It had been suggested that a small Committee should be set up at the State level to supervise and coordinate the work of extension. The Conference felt that the channel of extension in the State should be the Development Commissioner rather than a Committee consisting of him, the chief Engineer, Director of Agriculture and Director of Industries as proposed by the Extension Advisory Committee. It was felt that the Development Commissioner would get in touch with the Heads of Departments as and when necessary. At the District and block levels, the channel of communication may be the District Officer and the Block Development Officer who would take assistance from the technical officers concerned.

The processes and products which have passed the trial stage would be communicated by the extension wings of the selected National Laboratories to the Development Commissioners, and there should be regular flow of information. If the Development Commissioner in consultation with the Heads of Departments is satisfied that the processes yield valuable results which will meet the needs of the people, he should initiate further steps for the application of those processes in the State.

The role of activities proposed for the Extension Wings of the National Laboratories as well as the methods of extension to be adopted, as outlined below, were approved.

Role of Extension Wings:

(a) To keep liaison with the sponsoring authorities at the Centre and the States and with small scale industries and institutions which can make use of the processes.

(b) To produce information material required by the field Extension Agency.

(c) To carry out Pilot Extension Projects for determining the acceptability of a new product or process.

(d) To carry out surveys in the selected areas for assessing the progress made and for solving the difficulties met within extension.

(e) To conduct the training of the field staff.

(f) To set up suitable extension agencies for cities and towns which are not covered by the Community Development Programme.

Methods of Extension:

(i) In order to carry conviction to the villagers and Institutions the State Governments should adopt these processes themselves and apply them extensively in their own buildings, roads and other works.

(ii) The Extension Officers of the Research Laboratories should frequently visit the States for cultivating contacts and propagating the latest processes and products. Likewise the Development Commissioners should visit the National Laboratories from time to time and keep themselves in touch with the latest research work.

(iii) The selected processes and products should be adequately published through the media of publications, pictorial literature and audio-visual aids to be supplied by the Extension Wings of the Research Laboratories so that the technique of the processes as well as their superiority over the ordinary and traditional methods and the advantages accruing from them are widely known and a demar for them is created in the public.

(iv) Demonstrations will be carried out by the Extension Officers of the Block Team, aided by the technical officers of the Departments concerned and supervised, as far as possible, by the Extension Officers of the Research Laboratories. The cost of these demonstrations will be borne out of the funds to be provided by the Central Ministries.

(v) The follow up of these demonstrations will be pursued by the Extension Officer concerned in the Block Team.

(vi) Some processes may not require any particular training but others might require training of the Extension Officers of the Block Team. The National Laboratories evolving the processes should arrange a short course of training to which the field workers can be deputed by the State Governments.

(vii) Information material to be supplied by the Laboratories should be of three types:—

(a) For the common people in the villages.

(b) For keeping the Extension Agency educated and informed.

(c) For the small scale industries and institutions.

Existing magazines like "Gram Sevak" and "Indian Farming" can be used for communicating information without having to invest in a new journal.

(viii) After a year or so a regular system of reporting from the Block Headquarters to the State level and thence to the Central level should be evolved so that every one concerned may remain in touch with the progress of Extension and it may be possible to accelerate the process and remove difficulties.

Item No. VIII (ii)—*Role of Panchayats in Rural Housing*

I. The panchayats must be closely associated with every important phase in the implementation of the village Housing Projects Scheme, namely:—

(i) In formulating the Master Plans of the selected villages, with the aid of the technical officers of the State Rural Housing Cells; in preparing the first rough sketch of the new lay-out of the village; in explaining its implications to the villagers and in getting them to suggest such modifications and alterations as may be necessary. The master plan must not be an imposition on the community from above, but must reflect the reauirements of that community.

(ii) In persuading the villagers to acquiesee in the voluntary demolition of structures which stand in the way of implementing the master-plan and to their resettling at new places earmarked for the purpose in the plan. These operations, which will be necessary in some cases, will involve mutual readjustments in ownership of land and will have to be carried out with the general consent of the community.

(iii) In bringing into use, with the minimum expenditure possible, extra land required for the purpose of thinning out densities, making available additional housing sites required for the growing population and providing lanes and streets, community buildings and facilities.

(iv) In regulating house-building activity according to the simple rules formulated by the State Rural Housing Cell and encouraging the villagers to carry out improvements in their houses.

(v) In maintaining community facilities, like supply of drinking water, drainage and general sanitation.

II. The Panchayats should foster the growth of cooperatives which will:—

(i) undertake the construction of houses at as low a cost as possible. Since half the cost of the house is to be found by the villager himself in the form of his own labour and from his own resources, mutual aid will have to play an important role in the building of houses on a voluntary and reciprocal basis; and

(ii) produce and distribute the essential building materials required. The panchayats should be able to arrange for the disbursement by the State Government of half of the cost of a house as loan in the form of building materials.

III. The panchayats should encourage the village teachers to impart some instruction on better living and housing standards to their pupils and to help in creating a general consciousness for improving housing in the village.

IV. More than constructing a few houses in selected villages it is necessary to provide the people with those amenities which would encourage them to build better houses for themselves. Amenities necessary for a good village are roads, drains and protected wells. A portion of the provision made in the Village Housing Project Scheme should therefore be made available for construction of these amenities in the selected villages and of the total cost provided for such amenities 25 per cent may be paid by the panchayats, 25 per cent by the State Government and 50 per cent by the Central Government.

V. One or two model houses may be constructed in such villages for demonstration. These houses may be used for the public purposes of the village such as school or quarters for the V.L.W. or the school teacher.

VI. Rural Housing Cells and the National Building Organisation should expedite preparation of type-designs of houses of different costs utilising locally available materials.

VII. In construction of houses under the Scheme emphasis should not be on any specific design for the houses but only on observance of simple building rules such as a minimum open area, light, ventilation, smokeless chulhas, sanitary latrines, etc.

APPENDICES

I. Programme of the Conference.

II. Prime Minister's Message.

III. Welcome address by the Governor of Mysore.

IV. Inaugural address by the Deputy Chairman, Planning Commission. (Summary)

V. Speech by Minister for Community Development & Co-operation. (Summary)

VI. Validictory address by the Chief Minister, Mysore.

VII. Summary of Main Recommendations and Conclusions.

National Conference on Community Development--Mysore City
July 23rd—28th, 1959.

PROGRAMME

***July* 23, 1959:**

Morning Session 11 A.M. *to* 1-30 P.M.

(1) Inaugural speech by Shri V. T. Krishnamachari, Deputy Chairman, Planning Commission.

(2) Review by Minister, Community Development and Co-operation.

(3) Announcements.

Afternoon Session 3-00 P.M. *to* 6-00 P.M.

Meetings of Sub-Committees No. 1—4.

July 24, 1959:

Morning Session 9-30 A.M. *to* 1 P.M.

(1) Plenary Session to consider reports of Sub-Committee No. 1—4.

(2) Announcements.

Afternoon Session 3-00 P.M. *to* 6-00 P.M.

Meetings of Sub-Committees No. 5—8.

July 25, 1959:

Morning Session 9-30 A.M. *to* 1 P.M.

(1) Plenary Session to consider reports of Sub-Committees 5—8.

(2) Announcements.

Afternoon Session 3-00 P.M. *to* 6-00 P.M.

Meetings of Sub-Committees No. 9—12.

July 26, 1959:

Sunday—Recess.

July 27, 1959:

Morning Session 9-30 A.M. *to* 1 P.M.

(a) Plenary Session to consider reports of Sub-Committees No. 9—12.

(2) Announcements.

Afternoon *Session* 3-00 P.M. *to* 6-00 P.M.

Meetings of Sub-Committees No. 13—15.

July 28, 1959:

Morning Session 9-30 A.M. *to* 1 P.M.

Plenary Session to consider reports of Sub-Committees No. 13—15.

Summing up by Minister, Community Development & Cooperation.

Valedictory Address by Chief Minister, Mysore.

Vote of Thanks.

NATIONAL CONFERENCE ON COMMUNITY DEVELOPMENT—MYSORE, 1959.

PROGRAMME OF MEETINGS OF SUB-COMMITTEES

Thursday, 23rd July, 1959—3-00 P.M. *to* 6 P.M.

Sub-Committee No. 1—Community Organisations, including Panchayats, but excluding "Yuvak Mandals".

Sub-Committee No. 2—Animal Husbandry.

Sub-Committee No. 3—Village & Small-Scale Industries.

Sub-Committee No. 4—Education, Social Education, and Public Health.

Friday, 24th July, 1959—3-00 P.M. *to* 6 P.M.:

Sub-Committee No. 5—Evaluation Report, 1958-59.

Sub-Committee No. 6—Agriculture.

Sub-Committee No. 7—Rural Housing; Extension of scientific processes to the field.

Sub-Committee No. 8—Training of non-officials.

Saturday, 25th July, 1959—3-00 P.M. *to* 6-00 P.M.

Sub-Committee No. 9—Minor Irrigation.

Sub-Committee No. 10—Programmes for women and children.

Sub-Committee No. 11—Cooperation (Group A).

Sub-Committee No. 12—Cooperation (Group B).

Monday, 27th July, 1959—3-00 P.M. *to* 6-00 P.M.

Sub-Committee No. 13—Publicity.

Sub-Committee No. 14—Training of officials.

Sub-Committee No. 15—Yuvak Mandals.

APPENDIX II

Message

To the Mysore Conference on Community Development and Co-operation—July 1959.

I had greatly looked forward to attending these conferences in Mysore City. Sometimes previously I have had occasion to attend conferences of Development Commissioners where problems of Community Development were discussed. I have found these conferences helpful and somewhat different from the normal type of conference. There was less speechifying there and more discussion of specific problems.

I have believed, and have often said, that the Community Development movement in India is of that highest significance. I have called it revolutionary in every sense of the word. I have said so realising its many failings and its lack of success in numerous ways. Nevertheless I believe that, in the nature of things, it is performing a task of revolutionary depth and magnitude for it is endeavouring to change, peacefully and progressively, the social order of our 300 million inhabitants of rural areas. Those in charge of this movement have thus a heavy responsibility. Each one of them is not merely a cog in a machine, but is a living part of a vital, dynamic process through which we are changing our villages and rural India.

The real change, of course, comes from within the village, from the very people living in the village, and is not imposed from outside. It is a process of self-development and self-reliance. The outsider can only help a little, give some guidance or a push here and there. That little help may, of course, be of the greatest importance or it can light a flame which will shed its light over a very much wider area.

While realising the great importance of the efficient helper from outside, I believe more and more in self-help and self-reliance. The really successful helper from outside is the one who induces others to help themselves. Therefore, a test of success is how far the people of a village shoulder, their own burdens and have developed a spirit of self-reliance, and mutual cooperation.

I am also convinced that there should be a growing measure of decentralisation and delegation of authority. There is a danger in this and a risk of things going away because of lack of experience or training. That risk should be cheerfully faced. In the long run it is only by spreading out responsibility that we will train our people.

I do not propose to refer to the specific problems which the Community Development movement has to face. People who will gather at the Mysore Conference are much more competent to deal

with them than I am. There are one or two aspects, however, to which I would like to draw attention.

Many of our failures in the Government have been due, I think, partly at least to administrative weaknesses. If we could tighten up our administration in regard to basic matters and strategic points, the results would be appreciable. There is also a tendency for us to spread out too much. Let us concentrate on the major issues.

Probably in this scheme of things, that is the Community Development movement, the most important individual is the Block Development Officer. The Development Commissioner and others are, of course, important; so is the village level worker in his field. But it is the BDO that occupies the most vital position in this great movement. The success of Community Development will, therefore, depend upon the quality of the BDOs. They are, or should be, the salt of the earth. If we build up a high level, competent and enthusiastic body of BDOs all over the country, we have provided the wherewithal for rapid progress. The BDO must, of course, have competence and enthusiasm. He must have elan. That, in the final analysis, is something which gives quality to an individual and which communicates itself to others.

Ever since the Community Development movement started seven years ago, I have believed in it. I hold that faith still and I am convinced that this will bring great results to our country and, more particularly, to the people who live in our villages. To all those who are working for this great movement and these great ideals, I send my greeting and good wishes. May they succeed in ample measure.

JAWAHARLAL NEHRU.

APPENDIX III

Welcome Speech by His Highness Maharaja Sri Jaya Chamaraja Wadiyar Bahadur, G.C.B., G.C.S.I., Governor of Mysore, on the occasion of the inauguration of the National Conference on Community Development held at Mysore.

Thursday, 23rd July 1959

Ladies and Gentlemen,

I am very glad to welcome to Mysore the Chairman and Delegates and the other distinguished visitors on the occasion of this Annual Conference on Community Development.

In the first of these Annual Conferences, which was held in 1953, the Prime Minister declared that "The Community Programme constitutes the dynamo providing the motive force for the successful implementation of the Five Year Plan." The Programme has been carried on for seven years, and it may now be fairly claimed that it has widely and firmly established the method of achieving national progress through guided and organised co-operation and self-help in the villages.

The conditions of modern civilization make it imperative that all labour should be well-planned and based on the principle of co-operation in every field and at every level. This is all the more true in the case of a country like ours which has yet to conquer the limitations of an "underdeveloped" economy.

The Community Programme emphasises the need for many virtues. Wide mobilisation, careful organisation, economy, concentration—in short, all the qualities that went into national war efforts in former times—have now to be applied in this vital field of peaceful development. Large bodies of men hitherto content with the ways of obedience to authority or tradition are now acquiring initiative and originality. Stagnant individualism is being replaced by a nationwide sense of partnership. The necessary co-operation of trained administrators with masses of manual workers is demonstrating the dignity of labour on the one hand while teaching on the other the value of the application of scientific method even to simple things.

Community Development Work is an example of co-operation par excellence. It calls for the co-ordination of Government effort in the Centre and the States, of the work of many Ministries, and of workers in widely differing fields of public service.

By this co-ordinated effort every department of rural life is benefited, and the villager himself is lifted up permanently to a higher level of character and usefulness; because every new building that takes shape under human hands shapes also the builder and advances the evolution of his skill, stature and social worth. This

message of hope to the masses of our people, to teach them self-reliance and confidence in themselves and the way to realise our objectives through hard and co-operative effort". It is the duty of all of us, whatever be the sphere or level of our work, to do our utmost in the cause of national progress and thus strengthen the hands of the Prime Minister in his noble effort to make India a respected member of a peaceful international fellowship.

I bid you all welcome and wish you every success in the Conference.

raising of the level of the ordinary citizen's capacity is very necessary at the present day. The vision of the rural population also has constantly to grow keener and wider as befitting citizens of a Welfare State holding its due place in the comity of friendly nations.

While the motive force for these Community Development Projects comes from the people themselves, proper leadership has to be provided by administrators of many grades and varying degrees of duties and responsibility. The Development Commissioners and District Officers are, in the very nature of the set-up officers with administrative ability and training and fully equal to the onerous duties entrusted to them. The value of the work of these officers can hardly be exaggerated. A nationwide effort of a comprehensive character cannot succeed without earnest and thorough-going administrative guidance. I have been very happy to see the devoted and enthusiastic manner in which the members of the Civil Service in Mysore have been discharging the additionall responsibilities that have devolved upon them under these programmes. I have no doubt that the Services function in the same way in other States as well.

Moreover, the careful selection of the local officials and their proper training are matters to which the greatest attention has to be devoted, for not only have they to discharge their own duties but have also to discover, develop and utilise local leadership in the villages. I am sure that these matters among others will receive your attention in the course of your deliberations in this meeting. This Annual Conference affords a valuable opportunity for garnering the fruits of past experience and deriving guidance for the future.

It is our good fortune that the position of Minister for Community Development is occupied by a gentleman of the organising ability, keenness and enthusiasm of Shri S. K. Dey. The programme throughout the country has been receiving great stimulus from his tireless energy and vigilant and patriotic guardianship.

Shri V. T. Krishnamachari is the doyen of Indian Administrators. Long before the inauguration of this programme he had been directing, in many parts of the country, several of the vital activities included today in Community Development. Now as Deputy Chairman of the Planning Commission he has been placing at the disposal of the country the astonishing range of his administrative knowledge and experience, particularly in the task of the regeneration of our village communities.

Under such guidance I am sure that this Conference will make valuable contributions to the cause of rural progress which in our country is such a large part of what the Prime Minister has called "the democratic process of mass development."

The Community Development Programme, like every other scheme of National advancement, has found in the Prime Minister an unfailing source of inspiration and leadership. He inaugurated this great enterprise seven years ago. He has declared that "the task of our Community Development Schemes is to bring the

APPENDIX IV

INAUGURAL ADDRESS BY SHRI V. T. KRISHNAMACHARI, DEPUTY CHAIRMAN PLANNING COMMISSION, JULY 23, 1959.

SUMMARY

The basic objective of the community development movement is to assist the sixty five million families in the countryside in their effort to bring about a substantial improvement in all aspects of their life—economic, social and cultural. The foundation for this effort has to be laid in the village. All families in the village—united in a panchayat and a cooperative should undertake the responsibility for carrying out programmes of improvement which they have accepted for themselves. Self-governing village institutions should be federated into organs at higher level to satisfy the needs of the larger communities with which their interests are inextricably linked. It is in this way that local communities will achieve social and moral cohesion which is the only basis for national unity.

2. The development of the rural cooperative movement in the democracies of Western Europe points to the conclusion that through primary societies, whose members know one another and look upon them as an integral part of local community life, credit gets linked with productive activities and thrift and savings are encouraged. These societies are in turn federated into larger societies for credit, processing, marketing and other activities. Thus, rural life is integrated with urban life and activities and with the national economy as a whole.

3. In India, although the cooperative movement developed as a people's movement and its moral aspects attracted number of able and dedicated workers, the movement did not become part of the life of the people. This was mainly because different Departments pursued their activities independently of one another without a sense of common objective, and each Department was weak at the very point of contact with the village. Thus, development programmes touched only a small fringe of the population and there was no concerted effort to improve all sides of village life, to change the outlook of the farmer, and mobilise local initiative and resources for the betterment of conditions.

4. A study of these developments led the Planning Commission and the G.M.F. Enquiry Committee to the conclusion that the solution should be found in comprehensive programmes of community development covering the entire country and of industrialisation. Our Plans, therefore, initiate large-scale programmes of economic development. These are based on the widest possible application of scientific methods in agriculture through self-help and cooperation and industrialisation. The main policies embodied in our Plans are:

(1) In backward economies agrarian reconstruction and industrialisation are inter-connected parts of the same

process of development. The object is to absorb an increasing proportion of the population employed in agriculture in non-agricultural occupations. There has to be balanced and coordinated development of scientific agriculture, cottage and small-scale industries and large-scale consumer goods and heavy industries. The pace of development should be rapid and much in advance of the rate of growth in population. The aim should be to reduce the proportion of the population depending on agriculture to about 55 to 60 per cent by 1976.

(2) We are now initiating a process of industrial revolution. This demands a rapid increase in agricultural productivity. Agricultural production programmes can be carried out effectively only as part of a wider movement for (i) providing the basic necessities of life to the people and (ii) extending employment in rural areas, and building up community assets by harnessing for constructive purposes the unutilised manpower in the countryside. The entire programme should be a people's programme beginning from the village upwards at all levels, every family regarding the Plans as its own and coming into the movement for increased production and saving. No agricultural community can have strength unless non-agricultural occupations are developed on a sufficiently large scale. There should also be planned integration of the life in rural areas with urban life and activities.

(3) The spread of social services and economic progress should go hand in hand. No society can have a sound agricultural and industrial economy unless it has universal free and compulsory education upto the age of 14 and an efficient system of secondary, University and technical education open to everyone on merits.

(4) There should be continuous efforts to achieve as large a measure of a social justice as possible at every stage *e.g.*, through land reform, labour legislation etc.

(5) The crucial point of the population problem and programmes of family planning have also to be stressed.

(6) In economic terms the objectives for the country are, firstly, to double by 1976 the *per capita* income as it existed in 1956 and, secondly, to build up as soon as possible a round broad-based economy which would develop in future on its own strength and in which growth would be more or less automatic.

5. In our planning we should find our own solutions to problems and strike our own national balance between liberty and progress, central control and private initiative, national planning and local authority and rigidity should be avoided.

6. Successful planning depends on securing the maximum increase possible in agricultural production within the shortest time. The Third and future plans will, therefore, continue the high priority given to the rural sector.

7. Since the discussions with States in August-September 1956 for the revision of the agricultural targets of the Second Five Year Plan, the Planning Commission has stressed certain measures for increasing agricultural production. These include full utilisation of irrigation facilities, contour-bunding and soil conservation and consolidation of holdings, covering the entire area under paddy, wheat and millets, specially jowar, with approved seeds, and ensuring that every acre under paddy and wheat is supplied with fertilisers and organic and green manures in the right proportion. Community projects provide the most suitable agency through which to reach every village and every family and to mobilise local resources and enthusiasm.

8. A review of the programmes undertaken during the Second Five Year Plan suggests some of the directions in which greater efforts are needed.

(1) There is a large disproportion between the potential irrigation facilities which have been created and the actual irrigation. This is due to defective planning of interconnected works and to the fact that while designing the works arrangements for efficient drainage of the areas were not always included in the estimates.

(2) In respect of minor irrigation works, there has been long neglect of customary obligations, so that many of the sources of irrigation are in disrepair and areas irrigated by them have gone on diminishing. States should assume adequate legislative powers for ensuring that sources of minor irrigation are maintained by the beneficiaries in an efficient manner from year to year. These powers should be enforced through village panchayats.

(3) Contour-bunding, soil conservation and other dry-farming programmes should become integral parts of village programmes.

(4) Programmes for consolidation of holdings should be undertaken for blocks with a village or group of villages serving as sub-units. Over the entire block there should be an alignment of the roads system, and the lands needed for the roads obtained from the villages concerned. Similarly, lands should be obtained for community purposes such as village schools, dispensaries, etc. For lands for the benefit of the community, compensation need not be paid. Legislation in the States should embody this principle.

(5) States should expedite the setting up of the seed farms and the arrangements for the multiplication of seeds in villages.

(6) Efforts should be organised for the maximum production of compost and green manures along with increase in the supply of fertilizers. The use of fertilizers without addition of large quantities of organic and green manures will lead to soil deterioration.

9. In the programme for developing supplementary occupations and cottage and small-scale industries in rural areas, improvements are needed both on the technical and the administrative side. The industries to be set up should be decided on after careful surveys, and there should be increasing efficiency in training schemes and in the arrangements for supply of raw materials and finance and marketing.

10. Programmes for integrating rural life with urban life are specially important in areas around industrial plants. The problems of bringing about a close relationship between rural areas and urban areas should be studied carefully.

11. The question of harnessing the unutilised engeries of the people in rural areas for works of benefit to the community may be approached along the following lines:

(1) There should be a general acceptance on the part of every local community of responsibility for enforcing customary obligations like the excavation of field channels, maintenance of bunds and channels, contour-bunding etc. In these, there should be an element of legal obligation on the community or the beneficiaries.

(2) All projects included in the Plan which call for the use of unskilled and semi-skilled labour should be carried out in each village and area with the community concerned, so that the employment provided and its benefits may accrue to the villages.

(3) With assistance from Government and local bodies, village communities should be induced to provide themselves with basic amenities.

(4) It should be the objective of Government policies and their administration from day to day to facilitate the building up of community assets which would belong to the village as a whole, such as village tanks, fisheries, fuel plantations and common pastures. Income from these assets should accrue to the community as a whole. Programmes for building up such assets should be planned in terms of the requirements of the development block as a whole as well as for individual villages, execution being arranged through the latter.

12. The provision of adequate supply of wholesome drinking water, roads linking each village to the nearest main road or railway station and the village school, is to be regarded as a national minimum for social services in rural areas. A policy decision has already been taken to provide facilities for the education of all children in the age group 6—11 years by the end of the Third Plan.

13. Every effort should be made to secure greater administrative and technical efficiency in the implementation of the agricultural programmes. The benefits realised should be reviewed at the block and district levels and at the State level and, where there are deficiencies, these should be rectified. What is needed is continuous vigilance with a sense of urgency.

14. Provisional targets for foodgrains and other agricultural commodities have already been proposed for the Third Five Year Plan. These are coordinated targets, the objective being to create production potential. The actual crop patterns can be changed from time to time according to needs. These targets give us the measure of the efforts which the nation has to make in the coming years.

15. The fundamental principles of the cooperative movement, which have been reaffirmed by the National Development Council, are:

(i) Co-operation should be a genuine people's movement. Its objective in social change, based on the faith that small communities joined together in united efforts for raising standards of living will develop social cohesion and a sense of mutual obligation;

(ii) The primary co-operative can be a living force only if it becomes the agent for carrying out the community development activities in its area, especially the agricultural production programmes;

(iii) The primary societies should be federated into larger units—Central banks and Apex banks. At the same time, credit should be linked on the one side to a production plan and on the other to marketing, and every primary society should be affiliated to a marketing society.

16. Village production plans are essential for obtaining the best results from the large expenditures incurred on agricultural programmes in the Plan. Responsibility for them rests with the district organisation. District staffs have been strengthened in community development blocks to enable them to establish touch with all families in the village. By 1963 all villages will be covered by community development blocks. The distinctive features of the organisation are:—

(i) district and block teams working together with a sense of common objective and with non-official participation;

(ii) the village level worker as a common agent with 1,000 to 1,200 families, with whom he has to be in personal touch and to whom he is 'guide, philosopher and friend'; and

(iii) village panchayats and co-operatives—compact units with a population of about 1,000.

By recent legislation undertaken in States, community development functions are being entrusted to district panchayats with block committees or block panchayats with district committees. Through this devolution community development activities are being linked up with those of panchayats and a unified administration is brought into existence. While carrying out these changes, the States should take steps to readjust the jurisdictions of the village level workers, so that these may include not more than 1,000 to 1,200 families. With the consent of the people, where necessary village boundaries may also be readjusted, where the existing villages are too small.

17. For the preparation of village production plans the first step is the preparation each year of the district and block plans. The latter include programmes in the block 'schematic' budget, programmes in the general plan of the State under agriculture, animal husbandry, co-operation etc., programmes under minor irrigation, and programmes of district and block panchayats. The block plans in turn should show the programmes in each village. Discussions should be initiated in every village on the basis of these block plans, the aim being to bring as large a body of the village into the talks as possible.

18. A village plan will include, firstly, programmes for the village included in the block programmes, for which funds are already allocated, and secondly, village programmes for obtaining the maximum results from these. The second category may include:

(i) customary obligations: digging field channels for utilising irrigation, maintenance of bunds and field channels; also work to be done in agriculturists' fields under contour-bunding programmes;

(ii) multiplication arrangements for approved seeds needed in the village; production of organic and green manures; and distribution of these and of fertilisers in kind to the smaller landholders and tenants; and

(iii) other programmes according to local conditions.

The village plan should also cover credit requirements and in this connection the responsibilities of the village society should be emphasised. The panchayat and the cooperative should accept responsibility for these programmes and they should be assisted in carrying them out by the village level workers, the block staff, the supervising unions and branches of central banks. Thus, the production plan is a continuing programme, linking up block programmes with the efforts in the village. Its success depends on efficient organisation of supplies and services, the assistance given by way of technical advice to villagers, and the effective enforcement of the customary obligations.

19. It is the responsibility of the community development organisation, official and non-official, to see that all programmes of agricultural production in the Plan are implemented economically and efficiently and that, through village production plans accepted by panchayats and cooperatives, the facilities created are fully utilised. Once a production plan is accepted, all credit should pass through the cooperative society.

20. In providing credit facilities the difficult question is that some 30 to 40 per cent. of the families benefit by the operations of co-operative societies and the rest are left out because they cannot furnish the kind of security ordinarily required. Of course the basic point is that no purely agricultural economy can possess sufficient strength and the ultimate solution lies in the provision of full employment in rural areas through scientific agriculture and the evolution of a diversified economy and the linking up of rural with urban life and activities. In the meantime, partial solutions can be found in (i) the land reforms laws of States which confer permanent rights on tenants and (ii) village production plans. More and

more credit limits should come to be based in village production plans and the efficiency with which these are implemented. Co-operation has to be linked with wider community development activities. Central banks should work in close touch with the community development organisation and the agricultural and other production plans in their areas of operation. At the same time, nothing should be done which would detract from the character of the cooperative movement as a business movement or in any way affect its solvency. Nor should the Reserve Bank of India give assistance to societies which cannot be justified on sound banking principles.

21. The principle of cooperation has numerous wider applications beyond the sphere of agricultural production, and cooperative societies should be formed to promote social and other programmes included in community development, for instance, cooperative health centres, milk cooperatives, consumer cooperatives, cooperative labour societies, etc. All these help to raise standards of citizenship. In respect of cooperative farming, what should be appreciated is that the Government can only set up joint farming societies to serve as models and there can be no question of compelling people to form them. Cooperation in all its forms is voluntary and it is for the people concerned to decide how far they will proceed in joint action and on what conditions.

22. Our policy is that the Cooperative movement should be a peoples' movement. We have therefore to enlist the active assistance of the best non-official leadership at all levels. The official machinery should also increase in efficiency. Special importance should be attached to the training of village leaders. There should be training facilities for non-official workers at block and district levels, refresher courses for village level workers and block cooperative officers, and facilities for training and enlarging the knowledge of cooperative personnel at higher levels. The study of community development and cooperation should become an essential element in different branches of education. This is the best way of creating interest in the movement in young men and women and building up future leaders.

23. This review has shown that our success in carrying out the responsibility referred to in paragraph 19 above and in enforcing customary obligations and building up community assets through voluntary efforts of the people with Government assistance has not been adequate when viewed in relation to the expenditures incurred and that these need to be intensified considerably. There should be increased administrative efficiency at all levels and careful reviews of achievement with prompt action to rectify defects. What is more important than anything else is to develop the capacity of the people to improve their own standards of living through village production plans which they have accepted and for which they would be willing to put forward their best efforts.

ANNEXURE

*Illustrative programme for village panchayats and cooperatives.***

I shall now, by way of summing up, bring out the magnitude of the long-term rural development programme in terms of what has to be done by the sixty million families in rural India, organised in small village communities. In every village a village panchayat and a village multipurpose cooperative should accept responsibility for the programmes. The village panchayat should have the taxing and regulatory functions conferred on it by law. For example, it should have formally power conferred on it for enforcing customary obligations. But, all programmes should be carried out through the cooperative in which every family would be represented. The implementation should be by common consent, all members joining in the process of reaching decisions and giving effect to them:

(i) *Multi-purpose, large and medium projects.*—Construction of the field channels needed to utilise the irrigation available and their maintenance in an efficient condition from day-to-day. In construction alone, there will be over 30 to 40 thousand miles every year for 20 years, over a large part of the country.

(ii) *Minor irrigation works including tube-wells.*—The responsibility for maintaining these works and for excavating and maintaining field channels is the responsibility of the village.

(iii) *Contour-Bunding,* soil conservation and other programmes for dry farming in the dry areas and construction and maintenance of bunds. The magnitude of the problem has been indicated.

(iv) *Scientific agriculture*:

(a) Producing as a permanent arrangement in the village all the seeds and organic and green manure needed; arranging for the supply of these in kind to those who cannot pay for these in advance, recovering after harvest.

(b) Arranging for the distribution of fertilisers received for the village and their supply to the smaller holders on credit in the first instance.

(c) Promoting the use of Japanese method of cultivation in all areas suitable for it and other advanced techniques for wheat and other crops which are suggested by the technical departments, and in other ways, work for a diversified agricultural economy.

(d) Development of animal husbandry programmes: dairy produce, fisheries, etc.

**Extract from the Address by Shri V. T. Krishnamachari, at the Annual Conference on Community Development held at Mount Abu in May, 1958.

(v) *Programmes for supplementary occupation.*—Cottage and small-scale industries, etc.

(vi) *Consolidation of holdings.*—A programme of consolidation of holdings is essential especially in areas which are irrigated or have assured rainfall for the effective implementation of the groups of programmes which I have indicated above.

(viii) *Works for the benefit of the community.*—Every family should devote a portion of its time to building up permanent assets of value to the community.

(viii) Women and the youth in the village should play their full part in these activities. The centre for these should be the village school.

In every village the panchayat and co-operative should have a five year programme for the village (made up of family programmes) under these heads for which the entire village would be prepared to work. These should be fitted into the district or block programmes and through these into the State programmes. Every family would thus have a plan of improvement for which it would put forward its best efforts.

APPENDIX V

A summary of the speech delivered by Shri S. K. Dey, Minister for Community Development and Cooperation, at the inaugural session of the Conference on Community Development at Mysore, on July 23, 1959.

The Community Development programme has served to give this country for the first time in its history an administrative unity and a common pattern of development.

The programme has helped to develop a uniformity in organisation, personnel and finance of the Block which has now been accepted as the unit of development all over the country. The programme has also introduced a new language and vocabulary of development.

In the "balance sheet" of the programme during the year, the credit side included its achievement in the field of coordination among various departments at the Block level. The members of the Block team are now jointly responsible for the development of an area.

While there are several forces working to tear into pieces the unity of the country, silently hundreds of thousands of people, in Government service and elsewhere, are working to make the foundation for the unity of administration strong throughout India. The programme has also helped to instil in the States a sense of partnership with the Centre. The latter pooled the experiences of various Units and placed it at the disposal of the States through this programme.

The programme has covered about 60 per cent. of the rural area and 65 per cent. of the people have come within the orbit of its operation.

There is better understanding amongst the Departments today. What is required now is adjustment, here and there, so that they can work together as a team. After seven years of efforts, the programme has brought almost all departments under one umbrella making them function as a single line apparatus like a monolythic instrument of action which is generally possessed only by totalitarian countries.

India has opted for democracy (and has no desire to become totalitarian). The scheme of democratic decentralisation was accepted only a year ago following the publication of the report of Balvantray Mehta Study Team on Community Development. Since then, about nine States out of fourteen have already enacted or were in the process of enacting legislation to give effect to that decision.

The first Development Commissioner's Conference was held at Ooty in 1954. It is worthwhile to take a stock of the strides the programme has made during the years following. The programme in those days was completely confined to the care of Government agency. There was no question at that time of a statutory peoples' organisation or even an effective link up of their representatives with the implementation of the programme. After five years, the same government agency has realised that the Government organisation has come to the end of its tether. It could not go on any further unless it made a common cause with the people.

The present conference is marking the beginning of a new fateful chapter of transferring the entire responsibility of the programme to non-officials working through the basic and associate institutions, namely, the panchayat, the cooperative, the village school, yuvak mandals, mahila mandals, kastakar samities, etc.

The Hall where this conference is being inaugurated was built, it is understood, in 1880, as a meeting place for the people of Mysore to discuss the budget of the State. That was long before other States ever thought of associating the people with the administration. It is a happy coincidence that the Conference to usher in the "peoples phase" in the C.D. programme is being inaugurated here.

The Conference is meeting on the eve of the 71st birthday of the Prime Minister. For many months, the Prime Minister has been looking forward to the Conference and had talked exuberantly about it. This is the first time in the life of the Prime Minister, particularly after independence, that he has been prevented by indisposition from fulfilling an engagement which he himself considered important.

The programme has grown in depth as well as in width. In agriculture, it has succeeded at least in building up a good momentum. The Food and Agriculture Ministry in the Centre and the C.D. Ministry have worked together as one organisation on this front. As a result, the Agriculture Departments of the States and the Development Commissioners have also worked in complete unison. There has been significant improvement in production and much more so in the momentum and attitude of the people who are handling the agriculture programme.

In the animal husbandry section, hardly a beginning has been made. In regard to minor irrigation, the programme has succeeded in creating a tempo. A lot further remains to be done.

In the village industries sector, it is regrettable, very little has been done. There are 21 pilot projects in operation in different parts of the country. In spite of their three years working, we have not as yet been able to draw the lessons from them. Recently, a study team has been set up in conjunction with the Ministry of Commerce and Industry to go into this problem and find out what exactly are the lessons to be learnt from these pilot projects. The Study Team should indicate, after its investigations, how best a start could be made for a countrywide programme of rural industrialisation.

The Conference should study the question of social education carefully. It should indicate how social education could be conducted keeping in tune with the traditional methods already prevalent in the country.

The Ministry of Communications have taken a decision to draw up district plans for road making throughout the country. This would enable the people in rural areas to draw up their own village plans of communications and integrate them with the overall district plans and the State plans.

The women's programme could not make much headway owing mainly to the paucity of women workers.

It was equally regrettable that not much has been done about the aboriginals and backward classes. This was due to lack of proper leadership.

A feeling seems to be growing amongst the people that Government should do every thing for them. The lack of self-reliant organisations was indeed very keenly felt. The people have shed their fears of the administrative apparatus and become conscious of their rights. At the same time, they have not developed a proper understanding of their obligations. This was an "explosive" situation which could be saved only by enlightening the masses on the aims, objectives and methods of democracy. If India is to move forward, it was of the utmost importance that we should not have a mere welfare state but a peoples state. We have accepted adult franchise but have not cared to educate the adults.

The political parties could build up cadres of trained personnel to take up the responsibility of educating the masses. Unfortunately, those parties are much too pre-occupied with problems of their own. Ultimately, the responsibility has devolved on the Government organisation. The Ministry of Community Development and Cooperation have now decided to take up the task of training of non-officials as a first priority. Such training and education should, however, be conducted as far as possible through non-official agencies with necessary official assistance.

The Informal Consultative Committee of Parliament attached to the Ministry of Community Development has been functioning in a singularly successful manner. The interest which Members of Parliament have been taking in the programme is evident from the fact that they are coming forward to join study camps. Some of them have already attended courses of study at the Central Institute of Study and Research at Mussoorie. They are associating themselves with the work in the field also.

Sub-committees of the Informal Consultative Committee at the Central and the States could, perhaps, look after this training of the non-officials.

It is of utmost importance to promote various functional associations like the kisan mandals, mahila mandals, etc., in the village. Similar pointed attention has to be paid to organising the youth

which works as a catalyst. Older people, who generally move in grooves, cannot change their deep-rooted habits. Youth has a distinct advantage in this respect.

The "succession of benevolent rulers of Mysore" sponsored many a welfare activity, long before other States or even what was then called the "British India" thought of them. Those activities, however, could not extend over as wide an area as the rulers desired owing obviously to limitation of resources. By taking up the responsibility of planning and implementation of development work, the people themselves could make those welfare projects permanent and extensive. A peoples state automatically became a welfare state. The reverse does not work out necessarily.

Although the C.D. programme has expanded during the past seven years considerably, both in magnitude as well as in content, the Programme Evaluation Organisation has remained where it was at its inception. Its recent practice of arriving at conclusions without having the views of the operators and adequate data of the programme at different levels from the State to the ground tends to make its findings unrealistic. The Organisation must go forward or else the Planning Commission would have to look into its working in the light of its original terms of reference.

conclusions which have been reached have been based on an accurate appreciation of the realities of the situation, and that the various steps suggested are capable of implementation taking into account our administrative, financial and other limitations, and would result in growth of a respect and regard for the democratic way of life.

This would apply with equal force to Village Schools and Co-operatives. To my mind, the most important thing to-day is to lay emphasis on the ordinary, routine, and hum-drum things about building up of these basic institutions. The first step is that we should see that children of school-going age attend the school, that the school is properly housed, and is properly equipped, that the teacher is a properly qualified man and that the content of Education is good and that it will be sufficient to make the children grow into good citizens.

We have to bring in to the fold of the Co-operative movement every family in this country and particularly in the rural areas. The credit and other needs for increasing the productive capacities in the fields of Agriculture and Cottage Industries would have to be correctly assessed, credit supplied in adequate quantities, and at the proper time. The utilisation of credit will have to be supervised and recoveries effected promptly. We cannot be satisfied by mere increase in the number of Co-operatives. We would have to build up a large number of Co-operators. Obviously, these steps would take time, and would have to be done over a period of a few years. If, in our natural anxiety and hurry to achieve spectacular results, we emphasise only quantity but miss quality, the foundations might be insecure.

I have been told that the basic objectives of the Community Development Programme are Economic Development, Social change and Democratic growth. The objectives are basically sound. The progress achieved is considerable, and all of you can justly be proud of your share in it. The lines on which the Community Development movement is progressing is on the right and correct lines. The task of regenerating a country in all aspects of life is a big one. I would plead with you to have inexhaustible patience, and to be guided always by the realities of the situation, and to devise such measures as would lay sound foundations for the future.

May I make one or two suggestions? These National Conferences on Community Development might benefit by associating some members of Parliament and members of the Legislatures, in its deliberations. The Conferences also might be held at such intervals as would permit of concrete action to be taken on the many important decisions that you have taken. There is every need for frequent review, but if things which can obviously be done only over a period of time are reviewed far too frequently, and also changes introduced too often, it may be difficult to implement them in actual practice. I have found that many a time, an order from the Central or State Government takes more than a year to reach the last person of the administrative hierarchy. We should, therefore, be careful to take steps as would represent not only a growth of sound ideas, but of actual implementation.

The administrative machinery in this country has a great and glorious opportunity before it, and they have discharged their duties in the most competent manner. The joy of having been associated actively with the task of National reconstruction will sustain you and give the greatest satisfaction.

I hope you have enjoyed your brief stay in the State, and that you will carry pleasant memories.

Jai Hind

APPENDIX VII

SUMMARY OF RECOMMENDATIONS

OF THE

ANNUAL CONFERENCE ON COMMUNITY DEVELOPMENT HELD AT MYSORE

Sl. No.	Reference to item and para of Main Recommendations	Summary of Recommendations
1	2	3
		(P.E.O.'s Report—Chapter I & II)
1	I. 1	The organisation of the P. E. O. should be suitably strengthened so as to increase the coverage of their studies.
2	I. 1	There should be an officer at the State level who should hold regular and frequent consultations with the Development Commissioners and the State Departments.
3	I. 1	P.E.O. should consult the Central Ministry before the questionnaires are finalised.
		(Chapter III—Cottage Industries).
4	I. 2	Careful selection of the trainees and a follow-up programme of loan assistance to establish them in trades would considerably minimize the present wastage.
		(Chapter IV—Social Education).
5	I. 3	S. E. O. may be able to show better progress if he were to concentrate on certain programmes such as youth organisations, community centres, adult literacy centres support to school enrolment programme, and the training of Gram Sahayaks and members of Panchyats.
		(Para 4).
6	I. 4	P. E. O. is a built in unit of the C. D. Programme itself and, therefore, should hold close consultations and discussions at all levels from the block upwards before the report for the year is put out.
		Community Organisations.
7	II (i)	The three basic institutions of the village—the Panchayat, the Cooperative and the School—are to be fully developed.
8	II (i)	Panchayats as the unit of local Government should look to the all round development of the people, taking promotional interest in Cooperatives and utilising the School as a forum for cultural development.
9	II (i)	Cooperatives should serve production programmes through procurement of timely supplies, arranging for credit, storage, marketing of produce, etc.
10	II (ii)	Formation of associate organisations, especially Youth Mandals and Mahila Mandals should be encouraged. Members from these organisations should be co-opted on the Functional Sub-Committees of the Panchayats which should be advisory bodies.

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11	II (iii)(a)	Panchayats should plan productive programmes in collaboration with Cooperatives. They will not be responsible for supervision of credit extended through Cooperatives. They should devote particular attention to rebuild the ideal of customary obligations.
12	II (iii)(b)	Panchayats should render financial and other kinds of help to the Associate Organisations to the extent possible to enable them to share in the implementation of the over-all village plan, in their respective sphere.
13	II (iii)(c)	Higher level bodies (*e.g.* Block Panchayats Samitis and Zila Parishads) should offer proper guidance and supervision to Panchayats and render timely technical and financial assistance to them. These bodies should have funds for undertaking inter-Panchayat work as also for rendering extra assistance to weaker and backward Panchayats.
14	II(iii)(d)	Panchayats should be the single agency for implementation of programmes of all Departments.
15		The financial resources of Panchayats should be strengthened in all possible ways.
16		Panchayats should ensure that (i) financial help received from the State is not applied as "people's share" on executing schemes on matching basis (ii) that it is not frittered away on wage payments, (iii) that it does not retard the spirit of self-help etc.
17		Panchayats should maintain and improve community assets vested in them and also build new ones.
18		State Government should arrange for progressive delegation of power and authority to Panchayats and the training of Panchayat personnel.
19	II(iii)(e)	Panchayat budget should be framed in two parts—Part I dealing with the functions of Panchayat as a Unit of Local Self Government and Part II dealing with Panchayat functions in respect of departmental programmes execute through funds received from B. D. Cs. or higher formation.
20	II(iii)(e)(1)	Guide rules should be framed indicating a broad framework within which Panchayat should have full freedom in respect of Part I of the budget. As for Part II of the budget the approval of the authority allotting funds should be obtained by Panchayat.
21		Block Panchayat Officer should, in particular, assist the Panchayats in preparing their budgets.
22	II(iii)(e)(2)	There should be flexibility regarding appointment of Panchayat Secretaries.
23	II (v)(1)	*Promotion of Yuvak Mandals.*
		The Central and State Government should promote Bal and Yuvak Mandals in all villages in the C. D. Blocks. The Mandals should be formed at the village first and federated on the block and higher levels gradually.
		Panchayats should be responsible for the promotion and guidance of the Mandals. They should establish an organic relationship with the Mandals by co-opting their representatives to its functional Sub-Committees.

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24	II(v)(2)	The objectives of the Mandal should be to foster community sense, build up character and health, inculcate discipline, develop scientific attitudes, skills of leadership etc.
25	II(v)(3)	The programmes of the Mandals may include cultural, recreational and educational programmes, agricultural and cooperative activities, service to the community etc.
26	II(v)(4)	Funds may be raised by membership fees, income derived from its own activities, Government aid and Local bodies aid. A Provision of Rs. 8,000/- in Stage I Blocks and Rs. 4,000/- in Stage II Blocks, per year, may be sanctioned from Block schematic budgets, besides allocations from other heads. There should be a special provision for the Third-Five-Year Plan to provide Rs. 10,000/- per year, per block.
27	II(v)(6)	The Ministry of Community Development & Cooperation may draft constitutions to serve as models for Yuvak and Bal Mandals.
28	II(v)(7)	Promotion of youth programmes should be the S. E. O's. main responsibility. A programme for the training of adult youth workers may be drawn up by the Ministry of Community Development & Cooperation.
29	II(v)(8)	The objectives of Yuvak Mandals at the Block level should be to organise village Mandals, conduct leadership training camps hold inter-village competitions, etc.
30	II(v)(9)	At the State level, there should be a Director for assisting, coordinating and evaluating youth programmes in every State.
31	II(v)(10)	Ten pilot blocks should be taken up in each State for intensive youth work.
		Training of Non-officials.
32	III(i)	For the new role of the Panchayats, the Sarpanches and Upsarpanches should be trained.
33		The training may be of a seminar type for five to seven days, the syllabus being divided into three categories *viz.* General Knowledge, Subject-matter and field visits.
34		The responsibility for organising and conducting the training camps should be vested in the Block Samities.
35		Rupee one per head per day should be allowed from the block budget for meeting the cost of boarding etc.
36	III(ii)	Gram Lakshmis and Gram Kakis should be given training.
37		The training period may be continuous for one month or in stages of 10 days each and should be followed by refresher course of 3 to 5 days.
38		The syllabus should be suited to local conditions and should include discussions about Family Planning.
39		A provision for payment of monthly allowance of Rs. 15/-to Rs.20/- for 10 Gram Lakshmis should be made in the budget of every Block.
40	III(iii)	The camps for Gram Sahayaks in Agricultural groups should continue for the year 1959-60 also but the subject of new role of panchayats and cooperation should be included in this group.
41	III(iv)	The selected Gram Sahayaks who have done good work in Agricultural Extension should be given higher training.

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42	III(v)(a)	An Advisory Committee of the members of the Informal Consultative Committee with the Minister for Community Development & Cooperation as the Chairman should be set up for advising the Ministry on approach, policy and broad pattern of training of non-officials.
43	III(v)(b)	Similar State level body should be set up in each State together with Presidents of representative bodies like the District Boards or Zila Parishads as members.
44		The role of the body should be to locate non-official institutional agencies and to entrust such agencies with suitable local programmes of training and to devise systematic supervision of the programme.
		Training of Officials.
45	IV (ii)	The State Coordination Committee on training should meet at least once a quarter and send copies of their proceedings to the Central Ministries concerned. Staffing, provision of amenities training facilities etc. may also be looked into by the Committee.
46	IV (iii)	State-wise Sammelans of officials and non-officials should be organised whenever the Prime Minister happens to visit a particular State. Union Territories may join the adjoining States for the purpose.
47	IV(i)(a)(i)	The teaching staff should be granted free medical facilities, transport facilities for children's education and rent free quarters.
48	IV(i)(a)(ii)	The State Governments should furnish to the Ministry pannels of names of suitable officers for the posts of Instructors in the Training Institutions run both by the Central and the State Governments.
49	IV(i)(b)(i)	The State Governments should create a training reserve of 10% for each category so as to utilise the full quota of seats allotted to them at the O. T. Cs. for training of personnel, the additional cost being shared equally by the Centre and the State Governments.
50	IV(i)(b)(i)	Each State should work out a phased programme of training, indicate to the Ministries concerned the number of seats required for each category of officers, and take all other advance action.
51	IV(i)(b)(ii)	Training reserve of 10% should be created in each State for the category of S.E.Os. also.
		Programme—Agriculture.
52	V(i)(a)	Gram Panchayats should prepare village agricultural plans with the assistance of extension officers in Agriculture and Cooperation who would intimate the resources including the credit available to the village. The plans should include the following:— (*i*) a list of improved practices suited to the village; (*ii*) a programme for demonstrating new agricultural practices; (*iii*) a programme for training of Gram Sahayaks and organising youth and farmers' clubs; (*iv*) a list of farm leaders who volunteer to guide their fellow farmers in adopting better methods of cultivation preparing family plans and supervising the use of credit;

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		(*v*) a two or a three year land improvement programme for at least one village in each VLW's circle during 1960-61 and for all the villages within 5 years.
		(*vi*) The Panchayat should constitute an agricultural Sub-committee of the Panchayat including representatives from Cooperative Society to review the implementation of the village production plans.
53	V(i)(b)	The agricultural production campaigns should embrace selected agricultural practices suited to the village representing an advance over the current practices and capable of achievement through locally available resources.
		The Gram Panchayats and Cooperatives should be associated in planning, executing and supervising the campaign. Their members and Gram Sahayaks should adopt the recommended improvements to set an example to other farmers.
		Meetings of the campaign workers should be held at Block, District and State level for the encouragement of initiative and public work on the part of non-officials.
54	V(i)(c)	Pilot experiments should be started in each State where forests are located in the vicinity of villages to associate Panchayats in the protection and management of the community forests under close supervision of the State Forest Department.
55	V(i)(c)	The State Director of Panchayats and Chief Conservator of Forests should make special efforts to organize forest committees of Panchayats and arrange for the training of people in forest conservation.
56	V(i)(d)	The job chart of the VLW's should be revised to enable them to concentrate in the field of agricultural production. The revised job chart should stress the VLW's primary role in—(a) Agriculture including Minor Irrigation; (b) Animal Husbandry; (c) Certain aspects of Cooperation for example assisting agricutural production; (d) assisting panchayats in discharge of their duties in the above mentioned fields.
57		The State Department of Agriculture should draw up a detailed programme of work from season to season and month to month for execution by the V.L.W.
58		The VLW's should not be required to handle Rural Life Insurance work, Small Savings Drive, Collection and handling of cash etc. and their association in the work of Census and elections should be avoided.
		Pogramme—Animal Husbandry.
59	V(ii)(A)	Improvement of Livestock and Inland fisheries should form part of the functions of the Panchayats, but the entrustment of the programme to them, in its entirety, need not necessarily be made obligatory to start with.
60	V(ii)(A1)(b)]	States which have not enacted the Stock Improvement Legislation so far, should do so early in order to enable compulsory castration of all scrub bulls over 12 months.
61	V(ii)(A1)(c)	Collection and transfer of stray and unproductive cattle to the nearest collection centres established in connection with a Gosadan should be one of the function of a Panchayat.

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62	V(ii)(A2)(c)	Efforts should be made to demonstrate fodder cultivation and intensive distribution of adequate quantities of planting materials of improved grasses and fodders.
63	V(ii)(A2)(f)	Planting of fodder trees on all waste lands, field bunds, etc. should be undertaken during special occasions like Vanamahotsava, seedlings for the purpose being supplied by the Departments.
64	V(ii)(A3)(a)	The Panchayats should report promptly to the nearest Block or Departmental staff, outbreaks of any livestock diseases in the village or its neighbourhood.
65	V(ii)(A3)(d)	A veterinary kit should be provided to each Panchayat for rendering first aid treatment of minor ailments.
66	V(ii)(A4)(a)	In intensive poultry development areas removal of all desi cocks and introduction of improved cocks in their place should be undertaken for rapidly upgrading the village poultry.
67	V(ii)(A4)(b)	Loans should be provided for encouraging young farmers or youth clubs, Mahila mandals, landless people and Harijans to establish poultry units with improved birds.
68	V(ii)(A5)(a)	*Fisheries.* Ownership of fishery rights in small ponds and tanks should be transferred to the Panchayats.
69	V(ii)(A5)(b)	Loans for the improvement of village ponds and tanks and for stocking should be given to the Panchayats and the latter should lease out the fishery rights to cooperatives or groups of fishermen in preference to individuals.
70	V(ii)(B)(c)	Organisation of credit for purchase of improved livestock, feeds etc. and marketing facilities, which should include proper collection, grading, storage, transportation and distribution, for livestock and livestock products including fish should be the concern of the Co-operatives.
		PROGRAMME—*Minor Irrigation*
71	V(iii)(a)I	Execution of all new Government or Community works involving only earth work and simple masonry work up to a limit of Rs. 25,000 or so in each case should be entrusted to panchayats or cooperatives.
72	V(iii)(a)II	Cooperatives of beneficiaries, organised through Village Panchayats should be responsible for maintenance of all irrigation works, not requiring technical skill of a high order, according to standards and specifications to be prescribed. All such works should be priodically inspected by Government agencies. In the event of default in proper maintenance Govt. should be empowered to get repairs and maintenance carried out by the Govt. department and recover the cost from the defaulters.
73	V(iii)(a)III	Survey and alignment of channels should be done by Construction authorities but their execution and maintenance should be by the beneficiaries, Government being vested with power to construct these and recover the cost from the beneficiaries as arrears of land revenue in the event of default.
74	V(iii)(a)III	Lining of channels including field channels should be encouraged particularly in sandy areas.

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75	V(iii)(b)	Panchayats should be empowered to levy a suitable cess and/or water-rate and to collect all other miscellaneous revenues from Minor Irrigation Works entrusted to them. Cases where Government is already making such a charge, a suitable proportion be transferred to the panchayats.
		State Government should subsidize the panchayats in the case of unremunerative works.
		PROGRAMME—*Village & Small Scale Industries*
76	V(iv)(a)&(b)	A sub-committee at the block level for planning, promotion and development of village and small scale industries should be appointed for each block. This committee may co-opt representatives of industrial cooperatives and artisans and the Extension Officer (Industries) should be actively associated with it.
		At least 50% of the funds for village and small scale industries allotted for a State should be utilised in villages with a population of less than 5,000.
77	V(iv)(c)	The distribution of hand tools should be arranged through the Block Headquarters, Industrial Cooperatives, mobile demonstration vans etc. which should keep stocks for sale and their production arranged through model workshops, Government or other selected units working in Industrial Estate.
		This scheme for the present should be limited only to village blacksmithy and carpentry.
		PROGRAMME—*Social Education*
78	V(v)(a)	The school should assume an important role not only to provide education to the children but also to youth and adults during school hours and also associate the villagers more closely with the school so as to make it a community centre. The teacher should be remunerated for these services and accommodation for him provided near the school to make his contribution more effective.
79	V(v)(b)	The scheme of orientation of the village schools towards basic education and community development as formulated jointly by the Ministries of Education and Community Development should be adopted.
80	V(v)(c)	For improving the enrolment of children in village schools a number of steps have been suggested.
81	V(v)(d)	The Panchayats and Cooperatives should be utilised in promoting the educational programmes. Each Panchayat should form an Education and Social Education Sub-Committee for planning and promoting programmes. The sub-Committee should be vested with the authority to supervise schools in non-pedagogic matters. Panchayats should also attend to construction of school buildings and quarters for teachers and similar other activities for the benefit of the school according to their resources.
82	V(v)(e)	The Panchayats should promote the programme of social education in the village in Panchayat Ghars or the Community Centre or the School. The Community Centre wherever located should be promoted as a multi-purpose organisation of recreational, cultural, educational and other activities with the active help of the village youth and the village leaders.

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		PROGRAMME—*Public Health*
83	V(vi)(i)	Panchayats should establish Health Sub-Committees. At least one woman should be a member of this Sub-Committee while School teachers should be coopted.
84	V(vi)(iii)	Sub-Committees should take up three items for the Health Programme to begin with *viz.* cleanliness of the village and the school, use of latrines and urinals and provision of safe drinking water supply.
85	V(vi)(iv)	Panchayats should encourage and popularise primary vaccination and re-vaccination against Small-pox and anti-cholera inoculation. In addition, education of the people with regard to family planning should also be carried out.
		Programme for women and children
86	V(vii)	The Programme for women and children should be implemented by Mahila Mandals. Progressive women should be encouraged to become "Gram Lakshmis," to give regular assistance to Gram Lashmis.
87	V(vii)	The Panchayat should set up a Functional Sub-Committee on the lines indicated to help the growth of the Mahila Mandal.
88	V(vii) .	Representatives of Mahila Mandals should be associated with functional committees such as Health.
		Production of Literature
89	V(viii)(a)	Production of literature in regional languages for organising intensive and extensive publicity for the promotion and strengthening of panchayats and cooperatives should be the concern of the State Governments.
90	Do.	The Ministry of Community Development should make subsidise the States to the extent of 50% of the cost of publications issued by the Centre and adopted for translation by State Governments.
91	Do.	Single sheet leaflets summarising main points for attentioo should be produced.
92	Do.	Every block or at least groups of blocks should have a cinema projector for conducting continuous visual publicity through films. As an interim measure, State Governments should provide adequate number of mobile vans.
93	Do.	Information & Broadcasting Ministry should co-ordinate requirements of State Governments for manufacture of cinema projectors through the ordnance factories.
94	V(viii)(b)	The journal "Gram Sevak" should be brought out in regional languages and its title changed to "Gram Seva".
95	V(viii)(c)	Three annual publications —(*i*) Community Development in India at a glance; (*ii*) Panchayats in India at a glance; (*iii*) Co-operation in India at a glance, should be brought out by the Union Ministry of Community Development and Co-operation.

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		Suggestions for the Third Plan
96	VII(i)	There need not be any appreciable change in the contents of the schematic budget.
97	VII(i)(2)	For the blocks completing Stage II, a similar provision of funds till the end of the 3rd plan should be made.
98	VII(i)(3)	Provision of Rs. 3·4 lakhs for Minor Irrigation should be enlarged to Rs. 4·3 lakhs by combining with it the provision for '*Agricultural Demonstrations*' and diverting the provision for the 'Primary Health Centre'. Of this Rs. 4·3 lakhs a minimum of two thirds should be earmarked for Minor Irrigation. The head is to be renamed "Agricultural Development, Minor Irrigation & land improvement".
99	VII(i)(7)	In the State the preparation of the Third Plan for C.D. should be as follows (*a*) by dividing the programme of each department into schemes which can be implemented through the block agency and these at a higher level; (*b*) all such departmental schemes to be implemented through the Block agency should figure within the block plan.
		Planning at block and District level
100	VII(ii)(ii)	After receiving a rough indication of resources for the State for the year 1960-61 district and block plans should be prepared in the manner indicated in the main recommendations.
101	VII(i)	The processes and products that have passed the trial stage should be communicated by the extension wings of the selected National Laboratories to the Development Commissioners.
102	Do.	If satisfied with the results the Development Commissioner should take steps to adopt these processes in the State in consultation with Heads of Departments, in their own buildings, roads, and other works programme.
103	Do.	The extension officer of the laboratories should frequently visit the States for propagating these processes.
104	Do.	Demonstration of these processes should be carried out with the aid of the block agency.
105	VIII(i)	Extension of results of Scientific Research to the fields.
		The conference agreed with the recommendations of the Extension Advisory Committee except that instead of a small committee at State level to supervise and coordinate the work of extension, the Development Commissioner will be the channel of extension. He will consult Heads of Departments concerned as and when necessary. This change will now be brought to the notice of the State Governments. A letter containing the recommendations of Extension Advisory Committee was issued to all the State Governments in June, 1959 and follow-up with C. S. I. R. and Extension Wings of National Laboratories is being done as part of a continuous process.

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		Role of Panchayats in Rural Housing
106	VIII(ii)I	The panchayats be closely associated with the implementation of Village Housing Project Scheme, particularly—(i) in preparation of over-all master plan for the village with the aid of the State Rural Housing Cell in consultation with the villagers : (ii) in persuading villagers to acquiesce in the demolition of structures necessary for the implementation of the master-plan : (iii) in making available, with minimum expenditure possible, extra land required for purposes of thinning out densities and for providing community buildings etc. (iv) in regulating house building activity according to prescribed rules and encouraging the villagers to carry out improvements to their houses; (v) in maintenance and upkeep of community facilities, such as drinking water supply, roads, drainage and general sanitation.
107	VIII(ii)II . .	The panchayats should foster the growth of co-operatives for the purpose of—(i) construction of houses; (ii) production and supply of essential building materials.
108	VIII(ii) III .	The panchayats should utilise the village teachers in creating an urge in their pupils for improving houses and proper sanitation and environmental hygiene.
109	VIII(ii)IV . .	A portion of the provision made in the Village Housing Project Scheme should be made available for providing essential amenities such as road, drains and protected wells. Out of the total cost provided for such amenities, 25% to be borne by the panchayats, 25% by the State Government and 50% by the Central Government.
110	VIII(ii)V . .	One or two model houses or buildings, *e.g.*, VLW's quarters or school buildings, to be constructed in selected villages for demonstration.
111	VIII(ii)VI . .	Preparation of type designs of houses of different costs utilising locally available materials to be expedited by the State Rural Housing Cells.
112	VIII(ii)VII . .	Instead of insisting on any specific designs for houses, emphasis should be on observance of simple building rules such as minimum open area, light, ventilation, smokeless chulhas, sanitary latrines etc.

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